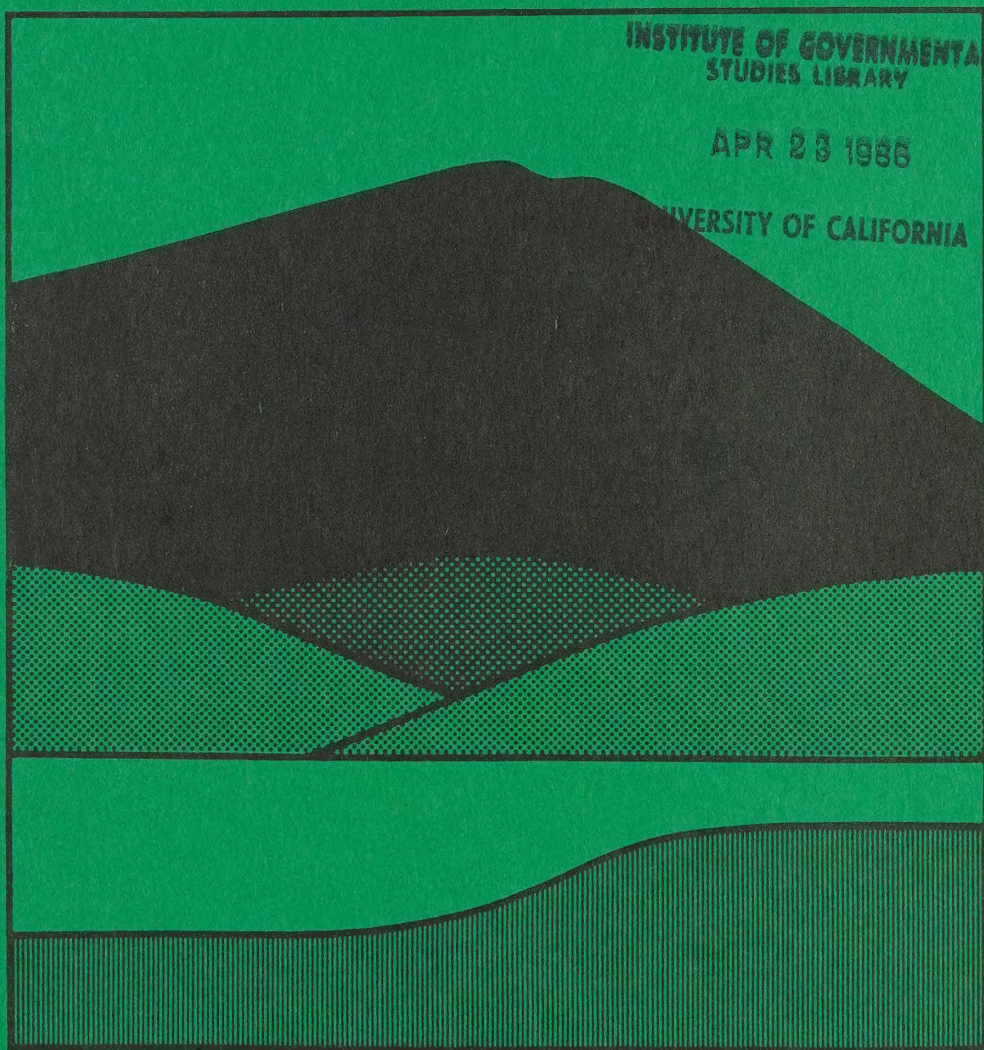


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GENERAL PLAN

MILL VALLEY



MILL VALLEY

GENERAL PLAN

CONTENTS

MILL VALLEY GENERAL PLAN

INTRODUCTION

PLAN SUMMARY

PLAN ELEMENTS

LOCAL TRANSPORTATION

REGIONAL TRANSPORTATION

LAND USE & DEVELOPMENT

Prepared for
THE CITY OF MILL VALLEY

ENVIRONMENTAL

QUALITY

COMMUNITY DEVELOPMENT

IMPLEMENTATION

APPENDIX - DESIGN CRITERIA FOR LUTON

APPENDIX - DESIGN CRITERIA FOR LUTON


IMPACT REPORT

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APPENDIX - DESIGN CRITERIA FOR LUTON

ADOPTED BY THE MILL VALLEY CITY COUNCIL
SEPTEMBER 18, 1975



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<https://archive.org/details/C124885152>

CONTENTS

INTRODUCTION

PLAN SUMMARY

PLAN ELEMENTS

- GOAL FRAMEWORK
- PUBLIC HEALTH & SAFETY
- OPEN SPACE & CONSERVATION
- HOUSING
- COMMERCE
- PUBLIC FACILITIES
- CIRCULATION
- COMMUNITY DESIGN

IMPLEMENTATION

APPENDIX (DESIGN CRITERIA FOR LYTTON SQUARE, MILLER AVENUE & ALTO CENTER)

ENVIRONMENTAL IMPACT REPORT

NOTE: REFER TO SPECIFIC SECTION OR ELEMENT FOR DETAILED TABLE
OF CONTENTS

INTRODUCTION

PURPOSES OF THE GENERAL PLAN

The General Plan is a statement of the current citizen conception of what is in the best interest of the community. Its primary purpose is to permit the community to consciously consider and shape its own future. Thus the Plan serves as a response to problems which have become apparent, as a step to achieve potentialities which are recognized, and as a means to conserve those things which are valued by the community. The Plan serves to guide the City's own decisions as to how and where to build public facilities, which types of public services should be provided, and what types of uses should be permitted or promoted in various areas of the City. In turn, it provides the City with the means of guiding the actions of other entities, whether these be other public agencies or private individuals or firms.

A major function of the Plan is to provide an integrated view of the factors which make up the community environment. Since obviously there can never be community-wide unanimity on every aspect of community life, the Plan provides a vehicle by which citizens, acting through the local political processes, can have their different ideas and proposals considered, discussed and reconciled. The General Plan thus serves as a statement of consensus on community aspirations. The comprehensive and integrated nature of the Plan provides the community with the means to determine the relative importance of various values such as preservation of natural resources, public safety, community socio-economic composition, community appearance, and convenience of travel. It does so by setting forth broad community goals, by translating these goals into specific policies and programs which apply to various areas or elements of the City, and by identifying measures needed to accomplish the Plan's objectives.

Finally, the Plan enables the City to fulfill its legal obligations as set forth in State Planning Law. The various parts of the Plan are designed to encompass the concern for land use, circulation, housing, conservation, open space, seismic safety, noise, scenic highways, and safety as defined in the State Planning Law.

GENERAL PLAN FORMAT

The format of the Mill Valley General Plan is designed to make it manageable and useful to the diverse public which will consult it. A summary of the major

proposals is presented prior to the separate elements which make up the Plan. This serves to provide an integrated view of the Plan's policies and programs and can also be used as a summary document which can be given wider distribution than the full report. The summary is followed by two major sections. The first consists of the Plan elements, and the second sets forth the measures needed to implement the Plan's policies.

The Plan element section is divided into eight subsections. The first of these is the Goal Framework which embodies the goals and objectives developed by the Citizens Advisory Committee during preparation of the Plan and subsequently accepted by the Planning Commission and City Council. This section establishes the community's basic values as to conservation and use of the City's resources. As such, it provides the foundation upon which the specific policies and programs of the Plan elements are based. The other seven subsections deal with the following concerns:

- a. Public Health and Safety. Aspects dealing with possible threat to life, health, or property are contained in this element. Included are hazards created by seismic and geological conditions, flooding and fire, and issues of noise and air pollution.
- b. Open Space and Conservation. This element addresses the need to preserve and conserve the community's land, water, vegetation, wildlife, and scenic resources.
- c. Housing. The housing element sets forth basic policies regarding population growth and housing accommodations, establishes targets for the type and cost of housing to be provided, and identifies housing sites and permitted type and density of housing.
- d. Commerce. Policies as to the type and extent of commercial uses to be permitted throughout the community are contained in this subsection. Among these commercial uses are retailing, personal services, and business and professional services. The concern of this element is to provide necessary goods and services for local residents and to maintain an economic base which is both viable and consistent with other community values.
- e. Public Facilities. This section assesses and addresses the need for water, sewer, school, recreation, and public administrative facilities as generated by uses permitted in the Plan.
- f. Circulation. Provisions for pedestrian, bicycle, auto, and public transit facilities are set forth in this element. Here the key concern has been to reconcile the circulation needs generated by existing and permitted uses with the physical constraints imposed by existing facilities and the concern for the conservation of the community environment.

g. Community Design. The final Plan element addresses the need to ensure that the siting, design, and maintenance of all uses permitted in the Plan is accomplished in a manner which respects and enhances Mill Valley's unique character and setting.

In each of the individual Plan elements, a brief statement of purpose is provided, followed by a summation of relevant existing conditions, after which specific policies are set forth. A short listing of related implementation measures is also contained within each Plan element.

The final chapter brings together the various implementation measures identified in each of the Plan elements and provides a fuller description of these measures. This section specifically addresses regulatory methods, funding sources, and inter-governmental procedures.

AS NEW DATA BECOMES AVAILABLE, COMMUNITY VIEWS CLARIFIED OR ALTERED, ADDITIONAL EXPERIENCES AND INSIGHT GAINED THROUGH ADMINISTRATION OF THE PLAN, AND IMPLEMENTATION MEASURES ADOPTED, THE PLAN SHOULD BE AMENDED TO REFLECT THESE CHANGES. THE LOOSE-LEAF BINDER FORMAT PERMITS AND ENCOURAGES FREQUENT UPDATING AND AMENDMENT OF THE PLAN.

Introduction

The overall objective of the Mill Valley General Plan is to improve the quality of life for present and future residents of the City. A major portion of the Plan focuses on preservation of the many physical and social attributes which have attracted present residents to the area. At the same time, the Plan also identifies and deals with special problems and issues facing the community and identifies unique resources and opportunities, which if properly considered, can lead to further enhancement of community life. The social, economic and political interrelatedness of Mill Valley with the rest of Marin County and the San Francisco Bay Area is also recognized and the Plan provisions address the housing, transportation and other needs generated at this large scale.

The Plan document is comprised of nine separate but highly interrelated elements: 1) the Goal Framework, 2) the Public Health and Safety Element, 3) the Open Space and Conservation Element, 4) the Housing Element, 5) the Commerce Element, 6) the Public Facilities Element, 7) the Circulation Element, 8) the Community Design Element, and 9) the Implementation Element. The provisions of each of these elements are designed to provide the Mill Valley Planning Commission and City Council with an explicit policy base upon which to guide both private and public development and investment decisions. These provisions should not be considered as unalterable but rather as an expression of what is considered to be in the best interest of the public at this point in time. It is essential, therefore, that the Plan be reviewed annually and modifications made, where necessary, to reflect changes in local or regional conditions or shifts in community attitudes.

A brief account of the major provisions of these nine elements follows along with a summary map showing the major land use-related features of the Plan. Interested citizens are encouraged to consult the full report of the Plan which is on file in the Mill Valley Public Library and at City Hall.

Goals

The following broad goals are established and serve as the bases for the more specific policies of the Plan elements.

GOAL 1 - THE HEALTH AND WELL-BEING OF PEOPLE AND THE PHYSICAL SAFETY OF PROPERTY SHALL BE ASSURED. Residents must be protected against dangers to life and property in areas where soils, geology, topography, seismic conditions, or other factors constitute a potential threat and air, water, and noise pollution conditions must be mitigated to protect their health and safety.

GOAL 2 - THE NATURAL RESOURCES OF MILL VALLEY SHALL BE CONSERVED AND WHERE NECESSARY, RESTORED TO A HEALTHY STATE. Areas having significant wildlife habitat, vegetation, or natural scenic value shall be retained in open use and additional measures taken to regulate land use and land alteration throughout the City to ensure watershed stability and conservation of soil, water, and biotic resources.

GOAL 3 - THE NATURAL ENVIRONMENT SHOULD VISUALLY DOMINATE THE CHARACTER OF MILL VALLEY. The area's natural features such as the ridgelines, forested or grassed-covered hills, creeks, bay waters, and marshes shall be preserved and man-made structures or man-created alterations of the land visually subordinated to these natural features.

GOAL 4 - A DIVERSE COMMUNITY COMPOSITION SHOULD BE RETAINED AND ENCOURAGED. Efforts should be made to maintain the present population diversity and special provisions made to accommodate low- and moderate-income households at a scale greater than that possible under normal private market conditions.

GOAL 5 - MILL VALLEY'S SMALL TOWN CHARACTER AND APPEARANCE, ITS SENSE OF COMMUNITY, AND ITS HISTORIC HERITAGE SHOULD BE RETAINED AND ENHANCED. The many natural and man-made features which establish an intimate scale and promote a readily distinguishable local character should be preserved; growth should be maintained at compatible levels and provide for suitable locations, and new facilities designed in a complementary manner.

GOAL 6 - PROMOTE GREATER OPPORTUNITIES FOR RESIDENTS TO WORK WITHIN THE COMMUNITY. Greater opportunities should be provided for smaller busi-

nesses offering work opportunities for local residents and other provisions should be made for combining one's place of work and the place of residence.

GOAL 7 - IMPROVE UPON THE CHOICE OF AND ACCESSIBILITY TO RETAIL GOODS AND PERSONAL, PROFESSIONAL, AND BUSINESS SERVICES AVAILABLE LOCALLY TO AREA RESIDENTS. Commercial uses should be provided in locations and at levels which minimize the dependency of local residents on commercial areas outside the community; limitations, however, should be placed on such uses to ensure that they do not attract large volumes of vehicular traffic from outside the community.

GOAL 8 - PROVIDE THE MEANS OF MOVING PEOPLE WHICH REDUCES DEPENDENCE ON THE AUTOMOBILE AND MITIGATES THE ADVERSE IMPACTS OF NECESSARY AUTOMOBILE USAGE. Local transit service along with improvements in pedestrian and bicycle accommodations should be provided and future land uses developed in a manner which encourages travel by means other than the private automobile.

GOAL 9 - ENCOURAGE CULTURAL, EDUCATIONAL AND RECREATIONAL PROGRAMS AND FACILITIES. Community leisure opportunities should be enhanced by maximizing use of existing schools, parks, open space areas and private or commercial facilities for cultural, educational, and recreational purposes and new locations and facilities should be developed to further improve upon such opportunities.

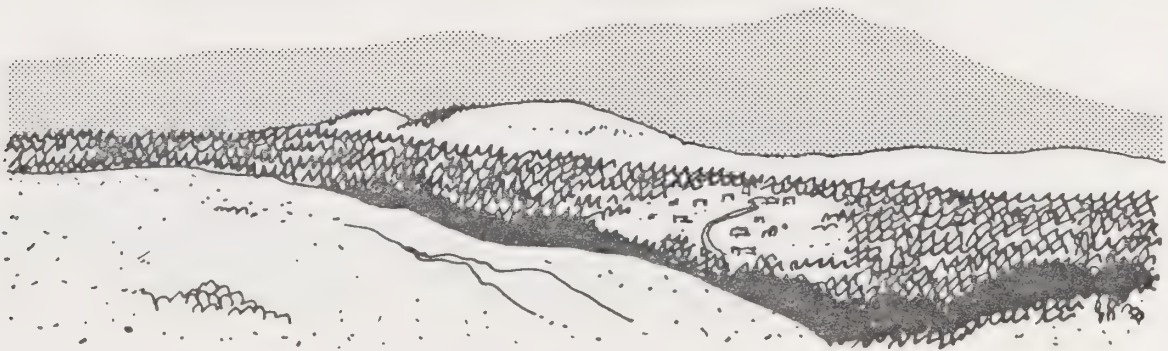
GOAL 10 - PROMOTE A REASONABLE BALANCE BETWEEN PUBLIC COSTS AND REVENUES. City development regulations should be designed to both protect against untimely or poorly located development, which can lead to excessive public service and maintenance costs. Further, the community should avoid undue reliance on residential property taxes for maintenance of essential city facilities and services.

GOAL 11 - PROVIDE EFFICIENT, ECONOMICAL, RESPONSIVE, AND OPEN MUNICIPAL GOVERNMENT. Increased communication between residents and their elected officials, as well as additional avenues for their increased participation in the City's decision-making processes, should be provided and steps also taken to maintain a high level of cooperation and coordination among City departments and between these departments and other governmental entities.

Public Health and Safety Element

A major portion of the land within the planning area is subject to a variety of natural and man-induced hazards. In order to protect the public, areas where hazards to life and property occur are identified and protection measures set forth. The major hazardous conditions identified consist of:




1. Hillsides which are very susceptible to landsliding. These conditions are prevalent in the Alto Hill and Kite Hill areas and in the Cascade Canyon area.
2. Ground failure of hillside lands and Bayfront lands underlain by Bay Mud under seismic shaking conditions. Even moderate shaking is likely to induce landslides which would disrupt roads, rupture gas, electric power, water lines, and sewer lines thereby producing severe fire and health problems. Within the Bayfront areas soil liquefaction, lurching, and settlement would occur producing similar problems.
3. A large portion of developed and undeveloped lands are subject to flooding due to a combination of factors including periodic winter rainfalls, tidal fluctuations and tsunamis.
4. The risk of fire is great in Mill Valley due to the build up of chaparral, a highly fire-prone vegetation. This condition is most severe in the ridges and slopes extending eastward from Mt. Tamalpais and is compounded by poor road access, steep topography, lack of water service and adequate water pressure at the fire-prone elevations and summer and fall atmospheric conditions.



Due to the widespread occurrence of natural hazards such as landslides, seismic shaking, flooding and fire special precautions are specified in the Plan to protect against threat to life and property.



FIGURE PS 1

Major natural constraints include lands with unstable slopes  ; areas underlain by Bay Mud  and land with highly fire-prone vegetation 

The Plan provides for protection from these hazards by restricting development on lands with high susceptibility to landsliding and in areas of high fire danger. Special provisions are also established for lands subject to flooding or underlain by Bay Mud to ensure that if development is permitted, adequate safeguards are provided for future residents occupants, or users of these facilities.

In addition to these protections against natural hazards, the Plan also addresses the need to protect air quality, and thus health, by reducing the dependency on the private auto and limiting road improvements to those which will not encourage auto travel in preference to transit use. Similarly, a series of standards are set forth to promote a compatible relationship between noise generated either by vehicles or on-site by various activities and permitted land uses.

Open Space and Conservation Element

More than any other factor, the natural features and resources have shaped both the growth and form of Mill Valley and the experiences associated with this area. A central concern, therefore, of the Plan is to protect natural resource areas which have high wildlife habitat value, which physically and visually demarcate the City from adjoining areas, which contribute otherwise to the scenic value of the community setting, which have open space recreational value, and which are important for preservation of water quality and conservation of soils. Additionally, retention of certain lands in open use is specified to provide protection against natural hazards identified in the Public Health and Safety Element. The specific open space and conservation recommendations are as follows.

1. Hill and canyon lands proposed for public acquisition include approximately 400 acres of the Blithedale Ridge and Warner Canyon area, an additional 14.7 acres

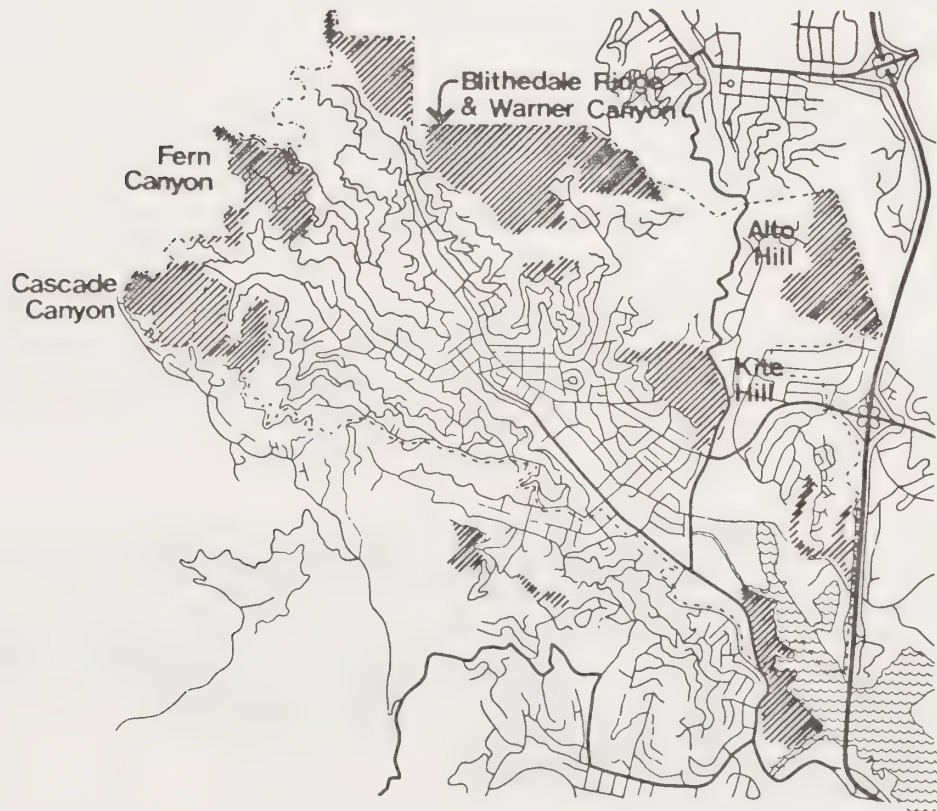


FIGURE PS 2

The major lands to be retained in open space either through public acquisition or through application of zoning powers are shown to the right.

in the lower portion of East Corte Madera Ridge adjoining the already County-acquired open space lands, 57.4 acres in Cascade Canyon extending from the Panoramic Highway to Cascade Drive, and 69 acres in the Fern Canyon area. In addition to these sites major portions of Kite and Alto Hills are also designated for retention in open use. In these latter two areas, clustered housing would be permitted on the lower slopes and other portions of the site retained in open use by application of development regulations prohibiting construction where severe slope instability problems exist. Public acquisition may be necessary for portions of these sites which are determined to be buildable but which have special open space value.

2. All existing mudflats and open water areas of Upper Richardson Bay and related marshlands are designated for preservation. The marshlands include all of the 55-acre KSW property along the west shore of the Bay, the marshes on the P.G. & E. lands, the City-owned marshlands to the south of the City corporation yard as well as other small scattered marshes such as those on the Middle School site and along the freeway frontage road north of Sycamore Avenue.

3. City-owned lands along the east and west shore of Upper Richardson Bay are designated for park purposes.

4. Further development along the major creeks within the City is to be discouraged in order to provide for approximately a 30 foot open space band along each side of the creek.

5. Open lands and vegetation which help establish the scale and character of Lytton Square are to be retained.

In addition to these provisions, guidelines are also set forth to protect against development practices which cause erosion, sedimentation, flooding and adverse groundwater conditions and to provide for proper management of open space lands in order to protect the existing ecosystem where native vegetation still dominates and to avoid fire hazards.

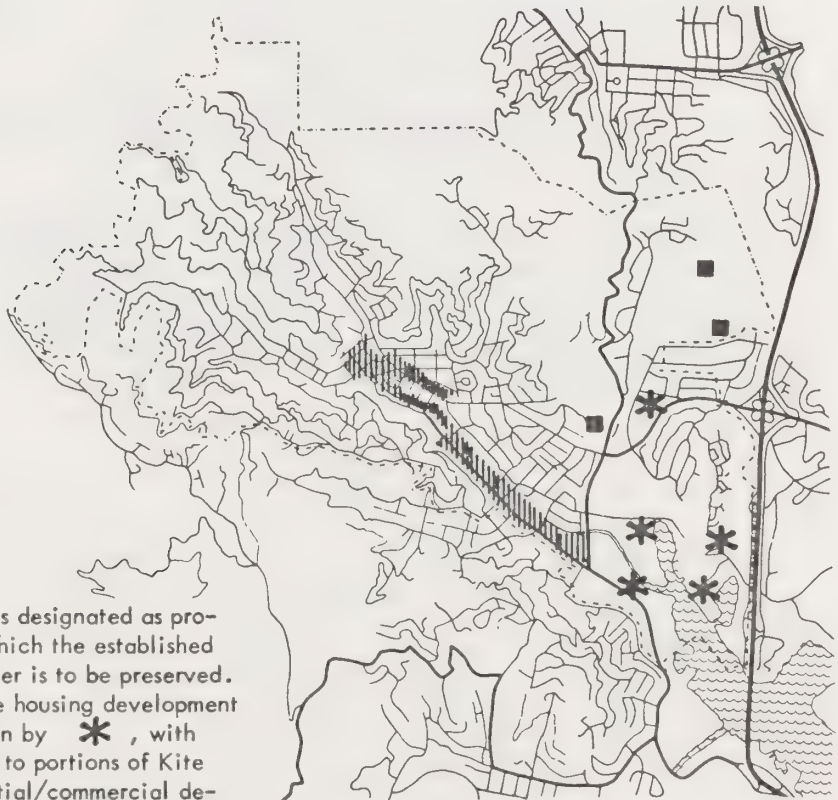
Housing Element

Mill Valley offers one of the more attractive residential environments in the Bay Area. In order to solve the housing problems that exist, such as low vacancy rates, escalating house costs, and pressures for growth, while at the same time retaining Mill Valley's small-town character and appearance, its sense of community, and its historic heritage, recommendations are made to the following housing situations: 1) population growth, 2) housing type and cost distribution, 3) permitted residential use for presently vacant lands, 4) protection of existing neighborhoods and housing stock, and 5) housing resource sites which could serve to promote the Plan's objective of achieving greater diversity in housing cost than would normally be possible. These recommendations are:

1. The majority of the new housing will need to be either townhouses or apartments.
2. The new housing distribution should be composed of 20% for low-income groups, 35% for moderate-income groups, and 45% for high-income groups. The City should

FIGURE PS 3

The major portion of the City is designated as protected neighborhoods within which the established low density residential character is to be preserved. Generally, major new multiple housing development would be limited at areas shown by *, with clustered housing ■ limited to portions of Kite and Alto hills. Mixed residential/commercial development ||||| is permitted along Miller Avenue and in the Alto Center and Lytton Square.



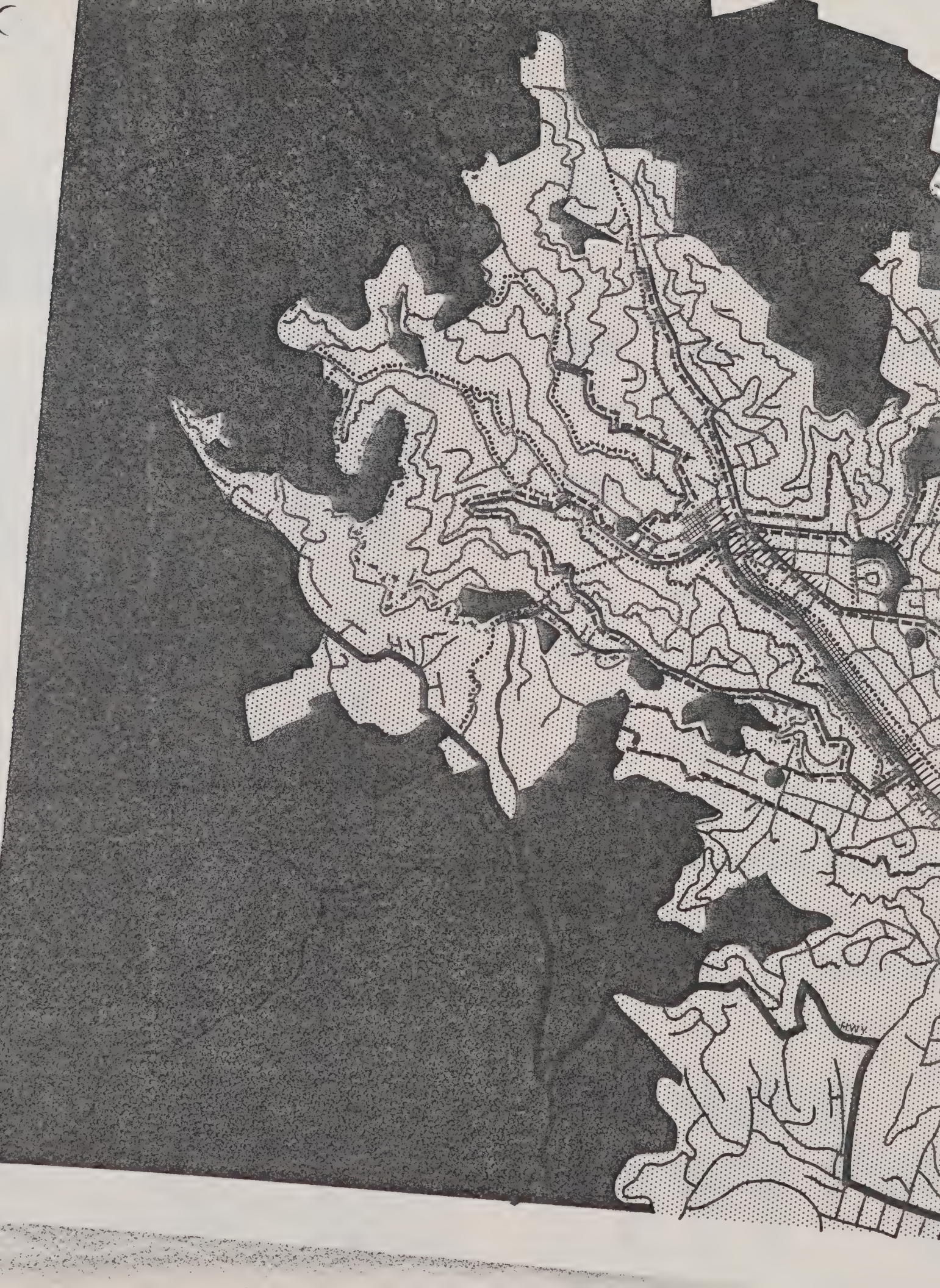


Figure PS4 PLAN SUMMARY



-  Open Space Lands
-  Protected Neighborhood
-  Multi-Family Area
-  Clustered Housing
-  Commercial
-  Combined Residential Commercial Use
-  School
-  Major Arterial
-  Residential Collector
-  Transit Routes
-  Trails and Walkways

Mill Valley General Plan



allocate the distribution of future publicly assisted low- and moderate-income groups, so that no more than one-third are allotted for elderly housing, with the remainder allocated to families or disabled persons requiring low- and moderate-income housing.

3. The single-family residential pattern that prevails throughout the community should be protected.

4. Allowances should be made for the addition of second units on single-family lots subject to stringent conditional use provisions.

5. Clustered housing should be permitted in the Kite Hill area in the vicinity of Alta Vista and Altamont and in the Alto Hill area in the portion immediately to the east of the Swim and Tennis Club and along Lomita Drive.

6. Combined residential-office areas are recommended for the northern portion of the Alto Center with multiple residential use designated as the predominant use and office uses permitted conditionally. The remainder of the Alto Center is to have commercial uses as the primary use with residential uses conditionally permitted. A similar policy is proposed along Lower Miller Avenue, the commercial portion of Lytton Square and adjoining commercial areas along East Blithedale.

7. Within the East Mill Valley Bayfront, four sites are designated for potential residential use: Site A, presently the City's sewer treatment facility and corporation yard, is 7.5 acres and is designated as potential multiple housing sites for low- and moderate-income housing; Site B is 8 acres and is designated as a multiple housing site; Site C consists of the lands of the Sanford Diller project and the lower portion of the Shelter Ridge properties and; Site D, consists of the lower south-facing slopes of Shelter Ridge and includes an already approved 75-unit low-cost housing project.

Guidelines are set forth to maintain and protect the existing single-family residential pattern and to designate the allowable densities based upon land capacity provisions discussed in the Open Space and Conservation and Public Health and Safety Elements. In addition, various programs which provide public aid to non-profit sponsors of low- and moderate-income housing are explained.

Commerce Element

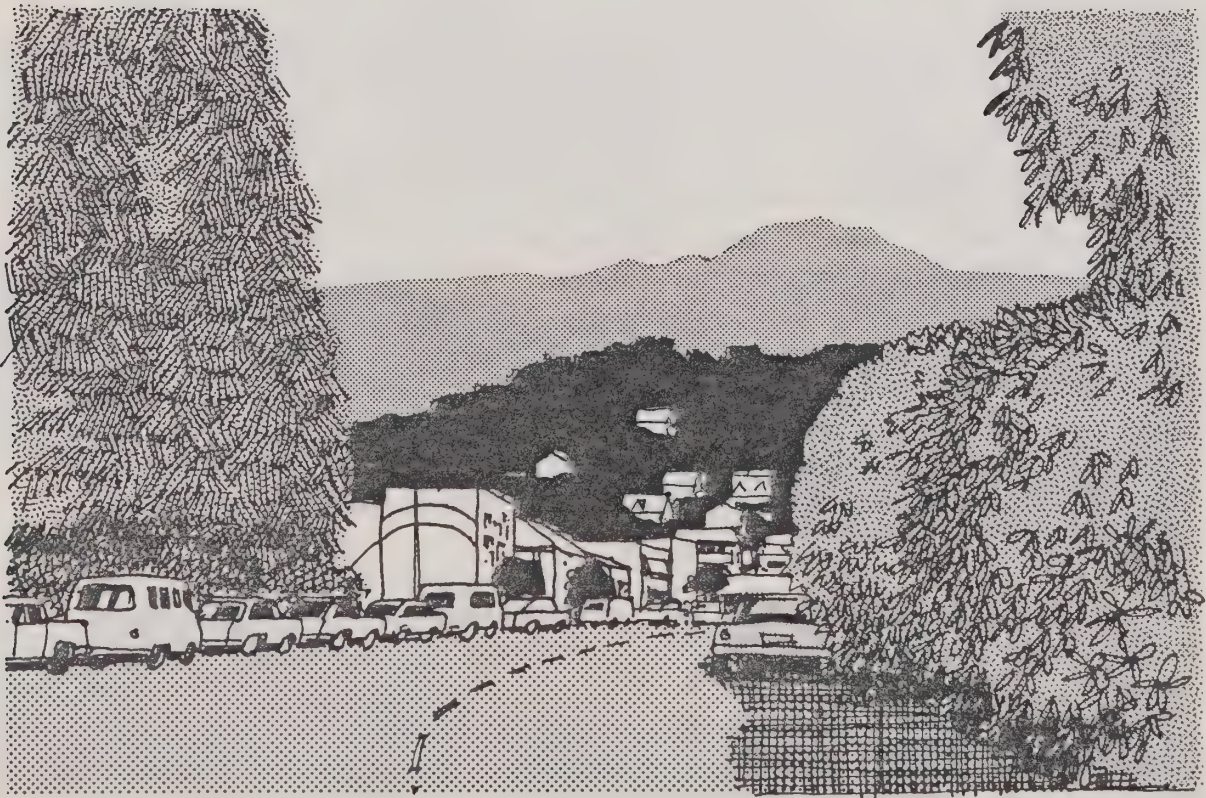
The provisions of the Commerce Element have two primary objectives. The first of these is to promote greater opportunities for local residents to work within the community, thereby countering the trend of most residents to commute to work elsewhere. The second objective is directed toward improving the choice and accessibility to retail goods and personal, professional and business services for local residents. In each of these instances, the policies designed to achieve these objectives are also designed to ensure development which is compatible with the environmental and aesthetic objectives of the Plan. The specific Commerce policies are:

1. Residential provisions should be relaxed to permit home occupations compatible with the established residential character of the community.
2. Sensitive office development should be permitted in the eastern portion of the Bayfront where direct access to and from the freeway is possible.
3. Within the Alto Center area, retail and personal service floor area should be limited to a level compatible with a neighborhood-serving function, and allowance should be made for office-type uses elsewhere on the site or in conjunction with the residential and shopping uses.
4. Properties fronting on Miller Avenue between Locust and Millwood Avenue should have conditionally approved office-type uses if such uses are compatible with, and secondary to, residential use.
5. Alto Center should be developed as a major neighborhood shopping center serving the Alto Bowl-Scott Valley area and the Bayfront. The northern portion of the site should be reserved for combined residential-office use with the residential use being the primary permitted use and commercial use conditionally allowed.
6. Lytton Square should be maintained as both a neighborhood and community serving retail area. Retail, personal, and business service uses should be permitted along the frontage of East Blithedale from Throckmorton to the vicinity of Millwood. Measures should also be taken to ensure that retail uses which are not predominantly local-serving do not preempt the area's limited land supply and create traffic congestion problems.
7. Miller Avenue, from Camino Alto to Locust, should serve as a neighborhood shopping center as well as a community serving retail area for uses which are auto-oriented and where the type of merchandise, due either to storage or delivery requirements, would be inappropriate in Lytton Square.

8. The area immediately adjoining both the freeway frontage road and the eastern shore of Upper Richardson Bay should be designated a special water-oriented commercial area.

9. Motel accommodations should be provided for the convenience of overnight visitors to the Mill Valley area. Primary areas designated for this use include the Bayfront, Alto Center, the northeast side of Miller Avenue from Camino Alto to Locust and Lytton Square, with the latter area limited to small scale accommodations.

Additionally, guidelines are introduced to modify or add to the City's zoning provisions.



A major proposal of the Plan is to protect the community serving function of the City's commercial areas, such as Lytton Square, and to promote improvement in the appearance and functioning of these areas.

Public Facilities Element

The development proposals allowed by the Plan would generate a need for public services such as water supply, sewage treatment, schools, and recreational opportunities. Policy recommendations for the Public Facilities section reflect the City's desire to protect and enhance its environment while also accommodating increasing growth and development of the City's residential and business community. The specific Public Facilities recommendations are as follows:

1. Proposed housing development within the Bayfront area will require additional collector road extensions, plus added pumping capacity to move sewage from the low-lying lands to the treatment plant.
2. The City should seek coordination with the Southern Marin Subregional Sewerage Agency to develop a regional discharge and treatment system which would provide the most efficient disposal and treatment of effluent.
3. Priority in water and sewer services should be given to housing developments that conform to the housing objectives and to the mix of housing expressed in the Plan. The City should initiate further discussion with the Water District to determine what options are available to the Community to provide water connections for new development.
4. The City should develop approximately 19 acres of City-owned Bayfront land for park purposes. This site contains excellent views of the Bay, southern Marin, and adjoining natural areas. These facilities should serve not only residents of the City but also residents of the adjoining areas.
5. Two city-owned parcels adjoining the Northwestern Pacific Railroad right-of-way in the Alto area, should be developed in conjunction with a linear park along the railroad right-of-way to serve the Alto Bowl-Scott Valley area. This would augment the recreation role of the bike, equestrian and trail facilities. Salt Creek and the riparian vegetation along its banks should be incorporated into the park development.
6. The City should explore with the school districts means to promote higher utilization of school open space areas for public recreation purposes.
7. Each of the streams flowing through the City should be considered as a linear park and should be augmented where possible by acquisition or dedication of adjoining vacant parcels.
8. Future space needs of city hall should be met by construction of a second

floor addition to the present City Hall occupying space above the existing parking lots.

9. Several sites, including a Bayfront and a Lytton Square site are identified as potential locations for a community cultural arts center.

It is also suggested that the City should explore with the County the possibility of combining Mill Valley's Corporation Yard with the County's to permit better utilization of the City's present Bayfront site.



The Plan calls for improvement of City owned Bayfront land for park and recreation purposes which are consistent with protection of the natural resource value of Richardson Bay and adjoining marshlands.

Circulation Element

Provision of the facilities which accommodate the circulation needs of the community cannot be separated from consideration of the uses which generate the need nor the physical and social fabric of the area within which these transportation elements must be fitted. The specific policies of this section are intended to balance satisfaction of travel needs with the achievement of a satisfying and healthful living and working environment. The specific policies address the relationship between land use and circulation, and speak to the specific requirements for transit, auto, pedestrian, and bicycle use.

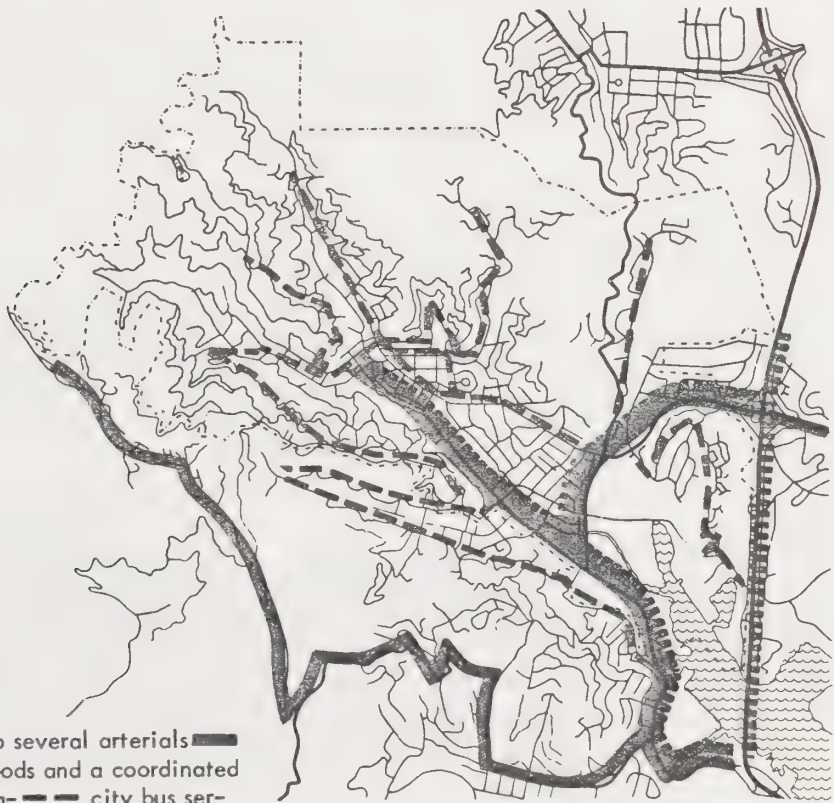


FIGURE PS 5

Major traffic is to be limited to several arterials — which do not bisect neighborhoods and a coordinated system of inter- — and intra- — city bus service provided to help reduce the dependency upon the auto.

The major policies are summarized below.

1. Land use policies should be directly related to present and future traffic situations. Existing residential neighborhoods should be protected from intrusion by heavy through-traffic movements. Development of vacant unplatted lands whose

sole means of access is via existing residential streets should be limited to densities which will not produce substantial increases in traffic volumes on the streets. Land with severe slope instability problems should be prohibited from providing access to areas for development and from development itself. Those areas of the City such as Upper and Lower Miller Avenue, the Alto Bowl area and Bayfront lands, which have immediate access to designated major arterials and which are served by inter- and intra-City transit, should be considered as the primary areas for residential and commercial growth.

2. The primary means of auto access to and from Mill Valley, Miller Avenue, U.S. 101, and East Blithedale east of Camino Alto, should be improved to allow traffic to flow smoothly through designated arterials and to discourage traffic from residential neighborhoods. Nine local residential streets are designated as neighborhood collector streets. Major alterations should not be made on these roads since such changes would cause severe disruption to the natural landforms and residential areas and would encourage increased auto use over public transit. However, minor improvements should be carried out and steps should be taken to limit on-street parking along these routes, with replacement off-street parking provided.

3. Inter- and intra-City transit service should be expanded and improved in order to a) facilitate greater use of transit for home-to-work trips; b) eliminate extensive parking areas; c) avoid future traffic congestion problems; d) provide mobility for those with no or only limited access to a private auto; 3) reduce air pollution; f) conserve energy and fuel; and g) encourage shopping Mill Valley.

4. Mill Valley's pedestrian-oriented environment should be protected, encouraged, and enhanced by maintaining and restoring existing walkways and by designating additional pedestrian paths within existing and new residential areas.

5. Bikeways should be improved and expanded to connect to bikeways in Tiburon, Sausalito, and Corte Madera. Where it is impossible to provide bikeways, special markings should be provided to remind motorists of the dual use of the roadway. Motorized vehicles should be prohibited from bike trails.

6. The City should make the best use of its lands by: 1) minimizing the necessity for parking places by providing good local transit service; 2) encouraging development of off-street parking at the perimeter of commercial areas; and 3) seeking alternative parking facilities, such as school parking lots, for weekend recreation use.

Community Design Element

Community design is an elusive yet all-encompassing concern that can be thought of as the quality of experiences associated with the community. This element of the Plan provides the means of promoting both a functional and aesthetically compatible fit of the permitted land uses, the physical environment, and the public facilities necessary to accommodate permitted uses.

Specific community design policies are addressed to the following objectives:

- 1) preservation of the positive attributes of the physical and visual structure of the City;
- 2) retention of the small-scale character of the community;
- 3) integration and subordination of new development with and to the natural setting;
- 4) retention of the distinctiveness of the various residential and commercial areas which constitute the City;
- 5) protection of natural and man-made heritage resources; and
- 6) control of street lighting to maintain the dominance of the natural setting.

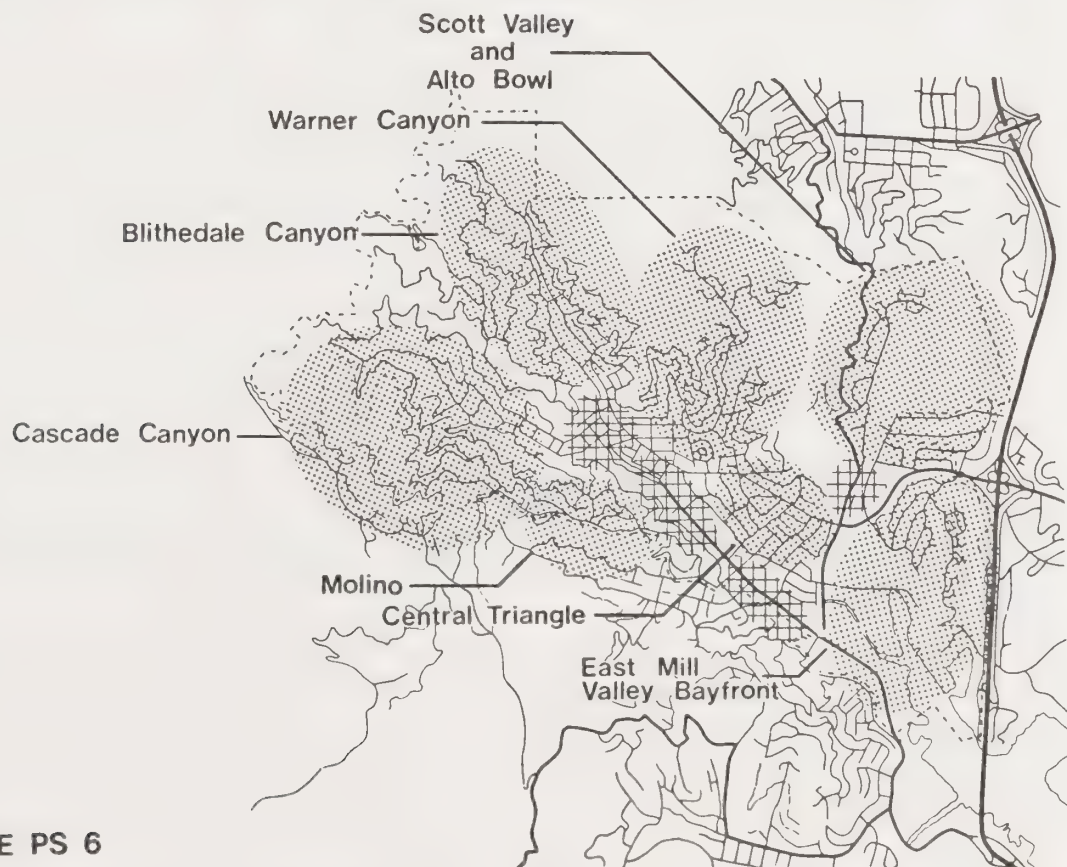




FIGURE PS 6

Community design policies are established for distinctive residential  and commercial  areas as well as for citywide design elements such as the ridges, hills, creeks and open water areas.

The policies deal first with Citywide factors and then with specific subareas of the community. Among the major policies are the following:

1. Visually prominent ridgelines (Corte Madera and Blithedale Ridges and Kite and Alto Hills) and hillslopes (the lower slopes of the North Ridge area, the east- and south-facing slopes of Kite and Alto Hills, and the steep slopes to the southwest of Almonte Boulevard and Miller Avenue) should be retained, along with associated vegetation, in permanent open space due to their scenic importance. Where development is permitted by other provisions of this Plan, such development must be clustered to minimize physical and visual disruption of the hillslopes and vegetation and maintained at an elevation and scale which allows the hillslopes to continue as the visually dominant element.
2. The open water area of Upper Richardson Bay and its related mudflats, marshlands, and tidelands should be retained and no further reduction in these surfaces permitted. Construction on lots adjoining any of the major creeks of the area should be subject to design review, and further encroachment on these streams for purposes of expanding existing roadways or providing new roadways should not be permitted.
3. Miller Avenue, Camino Alto, and East Blithedale east of Camino Alto, should be designated as scenic roadways having Citywide significance since it is from these road approaches that it is possible to view the major components forming the Mill Valley setting and it is also from these routes that the greatest number of persons daily experience the City.
4. Previous development plans for Lytton Square, upper and lower Miller Avenue, and Alto Center, as amended by this plan, should be adhered to.
5. Bayfront buildings should be limited to heights and sites which do not interfere with views of the Bayfront or which obstruct outward views from designated recreation areas in the Bayfront. The natural marsh edge should be retained and protected while encouragement should also be given to provide facilities for aquatic pursuits. Recreation uses on City lands along the west side of Richardson Bay should be confined to those which maintain the present openness of the site and more intensive recreation use accommodated in the east side of the Bay.
6. The visual dominance of the natural setting in Cascade and Blithedale Canyons should be protected. To achieve this end, buildings should be sited a sufficient distance from the roadway to provide screening by existing vegetation with steps taken to retain the existing vegetation. The narrow road widths should be maintained and the predominant use of natural materials and earth-tone colors for residential structures should be encouraged.
7. The more conventional design character of the Central Triangle should be re-

tained and reinforced by a) conserving and remodeling existing residential structures which have unique or meritorious design features, b) removing and replacing diseased and aged trees, c) maintaining front yard setbacks, d) limiting fences, e) requiring new residential structures to be of a scale comparable to that of existing residences, f) permitting retention of the visual prominence of the individual homes, and g) giving special attention to upgrading public facilities in the area. These recommendations also apply to the lower, southern portion of Warner Canyon. The northern portion should be provided with pedestrian access to the proposed trail system from Kite Hill and extending into the North Ridge area. Special attention should be given to the design of new residential structures which would immediately adjoin the existing and proposed open spaces.

8. Mill Valley's rich heritage of natural and man-made features such as its historic buildings, archaeological sites, and heritage trees, should be protected from destruction and a respectful and compatible relationship between the old and the new should be promoted.

Implementation

Policy recommendations made in the Plan do little to carry out the objectives of the Plan unless specific actions needed to implement these policies are also identified. Therefore, the purpose of the Implementation Element is to identify the Plan implementation methods and set forth a priority for action. It is the intent that this section be annually updated to reflect progress made in achieving the Plan objectives and to provide a current documentation of implementation resources available to the City.

The first portion of this element identifies 18 local, State and Federal funding sources which may be utilized. The following section specifies a series of changes in the City's present land use regulation designed to promote development in accordance with the Plan provisions. Among the methods specified are replacing present methods of establishing allowable residential density by a land capacity ordinance which bases allowed density on local site factors such as slope, soil type, and geologic conditions, requiring use of the City's planned residential or planned unit development provisions for all development applications on remaining vacant and unplatted land, and adoption of a Heritage Ordinance to protect buildings or sites of historic design or archaeological significance. Other regulatory changes include creation of several new zoning districts, revisions to the Home Occupation Ordinance, mandatory certification by a State registered structural engineer or geologist for construction in areas of high geologic risk.

In addition to these regulatory and funding methods the Plan recommends use of State Redevelopment powers in the Bayfront and Alto Center to help achieve protection of the natural resources of these areas and to promote a compatible and orderly fit between these resources and permitted development. The Implementation Element also discusses the need for cooperation between the City and other local and regional agencies whose plans and programs either affect the Mill Valley area or are affected by City or City-permitted actions in this area.

Finally, this element recommends that priority be given to the following implementation actions:

1. Preparation and adoption of a Land Capacity Ordinance;
2. Initiation of joint work sessions of the City Planning Commission and City Council to consider further the use of State redevelopment powers for the Bayfront and Alto Center areas;
3. Revisions to the zoning ordinance to include both density bonuses and mandatory provisions for low- and moderate-income housing;
4. Initiation of discussion between the City and the Marin County Transit District to consider the provision of local transit service and a possible tax rate election to help finance local transit service operations in the immediate Mill Valley area;
5. Appointment of a citizens committee to consider the feasibility of an open space bond election, the size of such a bond issue if this approach to open space acquisition is considered desirable, acquisition, and the priority among the open space sites designated in the Plan.
6. Development of a revised, specific plan of the Lytton Square area.

PLAN ELEMENTS

GOAL FRAMEWORK

PUBLIC HEALTH & SAFETY

OPEN SPACE & CONSERVATION

HOUSING

COMMERCE

PUBLIC FACILITIES

CIRCULATION

COMMUNITY DESIGN

GOAL FRAMEWORK

GOAL FRAMEWORK

An effective community planning effort must be based on the clarification of the overall objectives which underlie the development decisions which the City makes. The Goal Framework, comprising goals and policies formulated by the Citizens Advisory Committee during the initial phase of the General Plan Program and revisions made to these goals during subsequent Planning Commission and Council work sessions, provides such a basis. The Goal Framework is an expression of the community's aspirations and is an official interpretation of the public interest. It functions therefore as a framework within which the other General Plan elements can relate to one another; in turn, the other Plan elements provide the means of translating these broader ends into policies and programs applicable to specific areas or components of the City. The eleven major goals of the Goal Framework are set forth below together with supporting policies.

GOAL 1 -- THE HEALTH AND WELL-BEING OF PEOPLE AND THE PHYSICAL SAFETY OF PROPERTY SHALL BE ASSURED

- 1.1 In areas where natural conditions present serious threats to life, homes, business establishments, or public facilities such as roads, sewers, and water lines, development shall be prohibited or restricted in a manner which reasonably safeguards public safety.
- 1.2 In cooperation with other responsible government entities, the City shall promote land uses and transportation facilities which will help achieve a high standard of water and air quality.
- 1.3 Where high fire hazard exists due to natural factors, development shall be prohibited or limited to the extent necessary to protect life and property.
- 1.4 The type and level of noise shall be regulated to protect persons living or working in the community from harmful noises.
- 1.5 A high level of police and fire service shall be maintained throughout the City and its environs.

- 1.6 In order to promote their mental well-being, citizens of Mill Valley shall be ensured an intimate relationship to the land, water, and biotic resources of the area.

GOAL 2 -- THE NATURAL RESOURCES OF MILL VALLEY SHALL BE CONSERVED AND, WHERE NECESSARY, RESTORED TO A HEALTHY STATE

- 2.1 Lands having significant biotic values shall remain in a natural state and be protected from intrusion by uses or construction which would seriously diminish their natural resource values.
- 2.2 Land alteration shall be regulated to ensure watershed stability and conservation of soil, water, and biotic resources.
- 2.3 Access to natural areas shall be maintained at levels compatible with conservation of natural resource values.
- 2.4 Areas where native vegetation still prevails shall be protected from introduction of non-native plant species, and the normal plant successional processes shall be permitted to occur.

GOAL 3 -- THE NATURAL ENVIRONMENT SHOULD VISUALLY DOMINATE THE CHARACTER OF MILL VALLEY

- 3.1 Permanent open space lands shall physically and visually separate Mill Valley from adjoining communities.
- 3.2 Natural features, such as natural ridgelines, heavily forested hill slopes, grass-covered hill slopes, creeks, fresh and salt water marshes, and Richardson Bay, and significant vegetation, which establish the scenic quality of the community, shall be preserved.
- 3.3 Man-made structures or man-caused alterations of the land shall be visually subordinate to the natural features of the community.
- 3.4 The natural features which distinguish one area of the community from another shall be acknowledged and protected.
- 3.5 Permitted land uses and circulation should maximize, to the extent compatible with natural resource protection policies, exposure to and enjoyment of the area's natural scenic resources.

GOAL 4 -- A DIVERSE COMMUNITY COMPOSITION SHOULD BE RETAINED AND ENCOURAGED

- 4.1 Efforts shall be made to encourage population diversity in terms of income, age, occupation, race, lifestyle, values, interests, and religion.
- 4.2 Steps shall be taken to ensure that present low- and moderate-income Mill Valley residents are not forced out of the City by rising housing costs.
- 4.3 The diversity of the City's population should be broadened by permitting a greater range of housing types, in terms of both cost and type of accommodation, in residential and commercial areas.
- 4.4 The City shall actively assist in providing a greater proportion of low- and moderate-income housing units than would otherwise be possible under normal private market conditions.
- 4.5 Commercial, cultural, recreational, and educational facilities and programs shall be encouraged to meet the needs of existing residents and to cater to differing interests.

GOAL 5 -- MILL VALLEY'S SMALL-TOWN CHARACTER AND APPEARANCE, ITS SENSE OF COMMUNITY, AND ITS HISTORIC HERITAGE SHOULD BE RETAINED AND ENHANCED

- 5.1 Growth shall be limited to a rate which permits the gradual integration of new residents and new structures into the physical and social fabric of the City.
- 5.2 The overall growth of population shall be maintained at a level which ensures retention of the existing small-town character.
- 5.3 The quality of Mill Valley as a self-contained community distinct from its neighboring communities shall be retained and enhanced.
- 5.4 Special heritage features, both natural and man-made, which contribute to the City's distinctiveness shall be retained.
- 5.5 The distinctive features of the City's neighborhoods and commercial areas shall be respected and enhanced to reinforce the separate identity of these areas.
- 5.6 Land use and circulation shall be designed to protect and enhance the existing pedestrian-oriented environment.

- 5.7 Mill Valley's role as a family-oriented living area shall be continued and reinforced.
- 5.8 Neighborhood-oriented activities and services shall be emphasized where appropriate.
- 5.9 Commercial uses and services which serve local residents shall be encouraged in preference to commercial uses primarily intended to serve tourism or other broader markets, and control shall be exercised to avoid the proliferation of chain or franchise enterprises which have little local identity or service function.
- 5.10 The prevailing landscape and architectural appearance of the community shall be preserved and enhanced by maintaining low building profiles, informal and small-scale groupings of building, and use of materials which subordinate the appearance of structures to the natural setting and are consistent with the architectural heritage of the area.
- 5.11 The visual importance of public areas such as streets and parking areas shall be recognized and special measures should be taken to establish a coordinated system of paving, landscaping, lighting, signing, and other street furniture which enhances the overall character of the community and the specific sub-area to which they relate.

GOAL 6 -- PROMOTE GREATER OPPORTUNITIES FOR RESIDENTS TO WORK WITHIN THE COMMUNITY

- 6.1 Opportunities should be provided for smaller business firms, such as retail shops and professional offices which are more likely to offer work opportunities for local residents, in preference to businesses which might tend to attract large numbers of workers from a wider regional area.
- 6.2 Present provisions governing home occupations should be relaxed to permit greater opportunities for combining one's place of work with the place of residence.
- 6.3 Combined residential-commercial uses should be promoted in present commercial areas along with a high amenity level to facilitate and encourage a pattern of living and working within the same immediate area.

GOAL 7 -- IMPROVE UPON THE CHOICE OF AND ACCESSIBILITY TO RETAIL GOODS AND PERSONAL, PROFESSIONAL, AND BUSINESS SERVICES AVAILABLE LOCALLY TO AREA RESIDENTS

- 7.1 Convenience retail facilities should be encouraged to a level which minimizes dependency of local residents on retail areas outside the community.
- 7.2 Provisions should be made for personal, business, and professional services convenient to local residents.
- 7.3 Retail and service uses should be limited to those which rely primarily on the market area of Mill Valley and its immediate environs.

GOAL 8 -- PROVIDE THE MEANS OF MOVING PEOPLE WHICH REDUCES DEPENDENCE ON THE AUTOMOBILE AND MITIGATE THE IMPACTS OF NECESSARY AUTOMOBILE USAGE

- 8.1 Provisions should be made for public transit to serve both inter- and intra-city home-to-work trips and such non-work trips as shopping and recreation.
- 8.2 Local transit service should be provided to increase the mobility of the portion of the population with limited or no access to the automobile.
- 8.3 The major portion of new population growth should be accommodated in areas which can readily be served by public transit and which are within convenient walking distance of major public and commercial facilities.
- 8.4 Residential areas should be protected from heavy automobile traffic by limiting such traffic to selected major arterials.
- 8.5 Roadway construction serving auto needs shall be limited to improvements which will not produce roadway capacities in excess of those needed when adequate local and regional transit service is available.
- 8.6 Non-local through traffic travelling through the City should be discouraged to reduce adverse impacts on the community.
- 8.7 A citywide network of bicycleways, equestrian trails, and hiking trails should be provided with connections to the County and adjoining City systems, and maximum feasible separation should be provided between bikes, pedestrians, equestrians and vehicles.
- 8.8 The existing system of pedestrianways and hiking trails should be maintained and expanded to provide a continuous network linking the various neighborhoods, employment and shopping centers, schools, parks, and open space areas.
- 8.9 Pedestrian areas free from vehicular interruption should be created in designated commercial and residential locales.

- 8.10 Off-street parking areas should be provided in areas where on-street parking detracts from the character of the street, inhibits the flow of traffic, or restricts access of safety vehicles.

GOAL 9 -- ENCOURAGE CULTURAL, EDUCATIONAL, AND RECREATIONAL PROGRAMS AND FACILITIES

- 9.1 Greater community use of public school grounds and facilities should be promoted.
- 9.2 Use should be made of commercial areas and adjoining public properties for cultural, educational, and recreational purposes.
- 9.3 Sufficient natural and historic areas should be set aside for purposes of teaching environmental and historic values, and equipment and facilities to support these programs should be provided.
- 9.4 Existing parks should be upgraded and new parklands provided, particularly those accommodating active, group recreation activities.
- 9.5 A Cultural Arts Center should be developed if and to the extent a comprehensive study shows it to be economically feasible.

GOAL 10 -- PROMOTE A REASONABLE BALANCE BETWEEN PUBLIC COSTS AND REVENUES

- 10.1 Development should be prevented in areas where natural conditions are likely to produce excessive or emergency long-term maintenance costs.
- 10.2 Judicious use should be made of regulatory methods (i.e., police powers) to achieve community public safety and open space resource conservation objectives.
- 10.3 The community should avoid undue reliance on residential property taxes for maintenance of essential city facilities and services.

GOAL 11 -- TO PROVIDE EFFICIENT, ECONOMICAL, RESPONSIVE, OPEN MUNICIPAL GOVERNMENT*

- 11.1 Avenues for effective citizen participation in the City's decision-making processes should be provided.
- 11.2 Communication between residents and local government should be maintained at a high level.
- 11.3 For purposes of furthering the goals and policies of the General Plan, the inter-governmental relationships between the City and County, regional, State, and Federal governments should be closely coordinated.
- 11.4 Maintain at the highest levels inter-departmental cooperation and coordination to promote efficient municipal government.

* Although the specific provisions of the Plan do not address this goal, the General Plan is itself a major vehicle for achieving this goal. Its policies are a means of promoting better coordination and the provisions for annual updating of the Plan provide continuing opportunities for citizen involvement.

PUBLIC HEALTH AND SAFETY

CONTENTS

	<u>Page</u>
PURPOSE	P-1
EXISTING CONDITIONS	P-1
Slope Instability	P-1
Landsliding	P-1
Erosion	P-2
Steep Topography	P-3
Seismic Shaking	P-3
Ground Failure	P-5
Liquefaction	P-5
Subsidence	P-6
Flooding	P-6
Stormwater and Tidal Inundation	P-6
Tsunami	P-7
Dam Failure	P-8
Fire Hazard	P-8
Air Quality	P-9
Winds	P-9
Atmospheric Stability	P-9
Solar Radiation	P-9
Sheltering Terrain	P-9
Noise	P-10
Noise Standards	P-11
Mill Valley Conditions	P-11
SPECIFIC POLICIES	P-13
Areas of Slope Instability	P-14
Areas of Steep Topography	P-14
Seismic Shaking	P-15
Areas Subject to Ground Failure	P-16
Areas Subject to Flooding	P-17
Areas Subject to Fire Hazard	P-18
Air Quality	P-18
Noise	P-19

CONTENTS

	<u>Page</u>
IMPLEMENTATION	P-21
Land Capacity Ordinance	P-21
Mandatory Planned Unit Development	P-21
Geologic and Seismic Review Procedures	P-22
Noise Ordinance	P-22
Fire Abatement Ordinance	P-22
Land Assemblage	P-22
 FIGURES	
Figure P1. Development Constraints	Follows P-2
Figure P2. Noise Contours	P-12
 TABLES	
Table P1. Noise Levels Generated by Major Local Arterials	P-13
Table P2. Recommended Noise Design Criteria	P-20

PUBLIC HEALTH AND SAFETY ELEMENT

PURPOSE

A major portion of the land within Mill Valley's planning area is subject to a variety of natural and man-induced hazard factors related to soil instability, seismic activity, flooding, air pollution, fire, and noise, which threaten community health and safety. The purpose of this Health and Safety Element is both to identify the areas where hazards to life and property occur and to provide development and protection policies which specifically respond to those hazards. The element is aimed at promoting the goals and objectives established in the Goal Framework of this General Plan, particularly Goal 1, "The health and well-being of people and the physical safety of property shall be assured".

EXISTING CONDITIONS

Conditions which pose a significant threat to the health and safety of the residents in Mill Valley are identified in this section. Through comprehensive analysis of geotechnical conditions in Mill Valley, including topography, geology, soils, seismology, climate, and hydrology, potential problem areas have been determined.

Significant hazards identified include excessive slopes, slope instability, and potentials for ground failure, subsidence, shaking, and flooding. In addition to geotechnical hazards, much of the planning area is also fire prone. Hence, areas where high fire hazard occurs are also identified. The locations of Mill Valley lands which are threatened by these natural development constraints are delineated in Figure P-1. Furthermore, areas subject to potential health problems from noise intrusion are identified in this section.

SLOPE INSTABILITY

LANDSLIDING. Many hillsides in Mill Valley are very fragile in their natural state and even minor changes in the shape of the land surface could create major landslide problems. Such hillsides are underlain by weak, sheared materials (melange matrix, Merced formation gravels, and steep colluvium) that are very susceptible to landsliding. This subsurface factor is the main criterion used in delineating the slope instability areas shown in Figure P1. The other major varying factor considered is the surface stability of the hillsides, i.e., the slope of the land surface, the degree of water saturation (climate and soil permeability), and the condition of the existing vegetative cover.

An overriding factor in evaluating slope instability is the fact that Mill Valley is clearly subject to seismic shaking (addressed again in subsequent paragraphs of this section), a condition which greatly increases landslide potential. There are many large, existing landslide areas within the City's boundaries, and the initial movement of many of these slides may have occurred as a result of earthquake shaking. While many of these masses may seem stable and experience no movement for many years under normal conditions, it is highly possible that some of them may move again under seismic loadings. Obviously the most serious landslide risk from earthquakes occurs on those slopes which are identified as fragile even under normal conditions. If cuts have been made at the toes of any existing fragile slopes, these areas will be especially susceptible to failure.

Rainfall conditions are also a very significant slope instability factor. Most slope instability damage which has occurred in Mill Valley has resulted from heavy rainfall and resulting soil saturation. The frequency and amount of rainfall over a given period of time can have a great effect on landslide susceptibility, particularly in combination with seismic activity. If a future earthquake should occur after an extended wet period, the danger of sliding and resulting damage will be much greater.

The mapping of slope instability has been generalized on Figure P1. This mapping is based upon geologic analysis undertaken by Earth Sciences Associates as part of this General Plan program. That analysis interpreted the relative stability of slopes and classified the planning area into four zones, 1 through 4, where 1 is characterized by the most stable conditions and 4 by the least stable conditions. The land area designated in the slope instability category on Figure P1 comprises zones 3 and 4. Zone 4 includes areas experiencing or susceptible to landslides, and slopes which show downward surface creep (and, in some cases, movement of underlying materials). Zone 3 occurs on slopes in excess of 30 percent grade and includes areas underlain by melange matrix, colluvium (where slopes are steep enough to approach the limits of stability of the materials), and Merced formation.

EROSION. Most of the soils within the Mill Valley planning area are clayey and not highly susceptible to erosion. Furthermore, Franciscan rock assemblages exist at or near ground surface throughout much of the hillside portions of the area and are also resistant to erosion. Consequently, erosive potentials become significant and hazardous only in those predominantly sandy and silty areas where slopes have been cut, the natural protective cover of vegetation has been removed, or where surface runoff is concentrated. Also, in topographic swales where thick accumulations of colluvium exist, gullying and debris flows can occur in periods of heavy rainfall.

The growth of protective vegetation plays an important role in preventing such erosion. Where this protective cover has been removed, particularly in areas of sandy soil, more readily erodible materials are often exposed, and extensive gullying may take place.

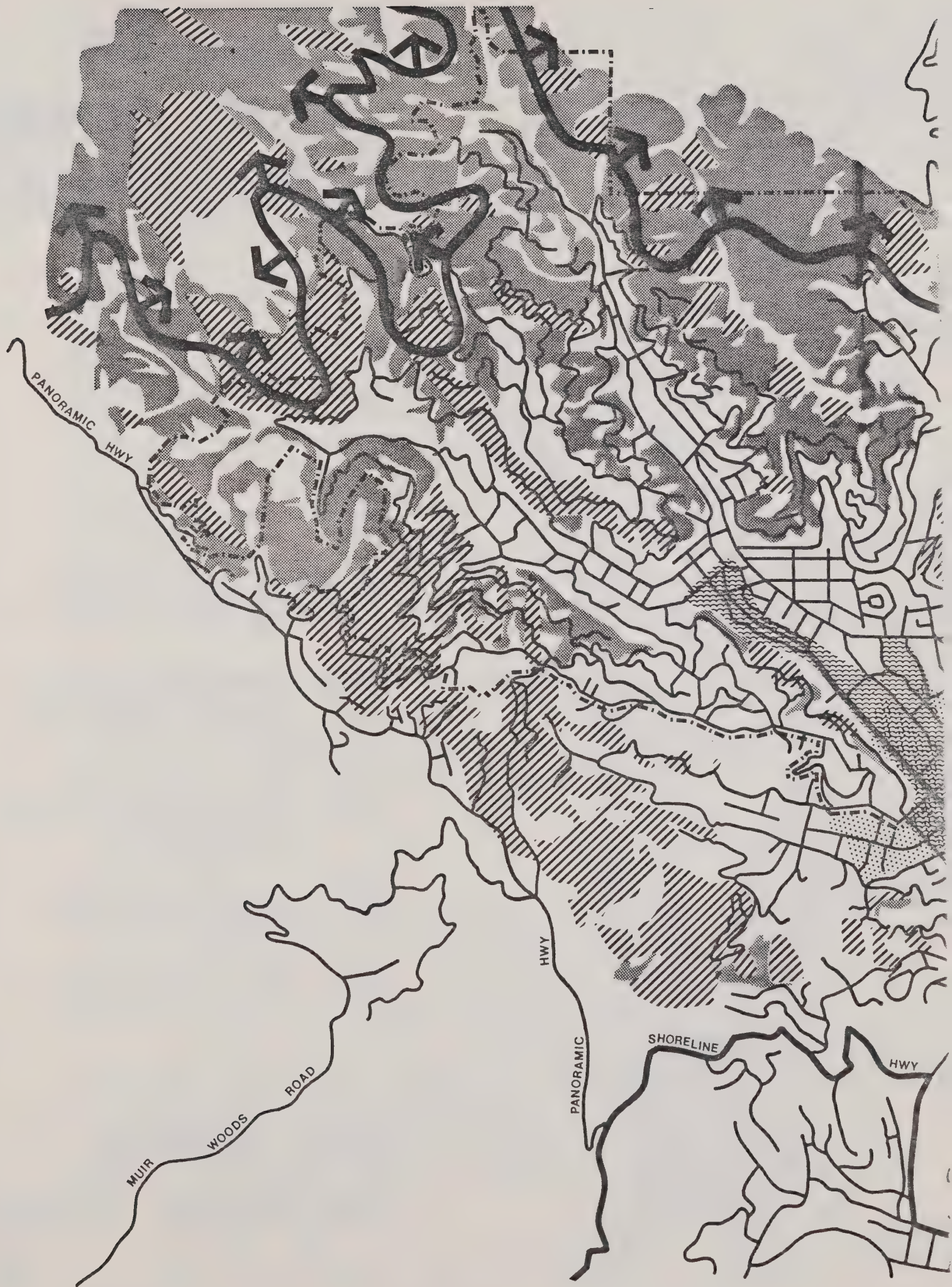


Figure P1 DEVELOPMENT CONSTRAINTS



Slope Instability
Areas



Generally Stable
Slopes Over 50%



Ground Failure and
Subsidence

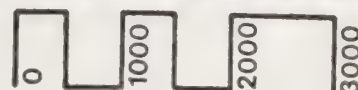


High Fire Hazard
Zone



Flood Plain Zone

Mill Valley General Plan



Since conditions vary from site to site, a general documentation of erosion hazards in Mill Valley would be inadequate for planning considerations. Thorough investigations of any proposed hillside site must be made prior to development.

STEEP TOPOGRAPHY

Located on and between the middle and low ridges extending down towards the Bay from Mt. Tamalpais, much of the planning area is characterized by steep topography with slopes of 50 percent or greater. Although much of this steep topography is underlain by strong, dense rock that could safely support building foundations, the area is considered highly unsuitable for development due to the insurmountable obstacles to reasonable and safe access that such terrain presents.

These steep and rugged slopes make provision of adequate road access infeasible from a safety, visual, and economic standpoint. Excessive grading would be necessary to introduce access routes which could be reasonably negotiated by automobiles and service vehicles. It is also likely that access road alignments and required grading would transect unstable areas, inducing erosion, landsliding, and visual disruption.

Since most access roads to these steep areas would have to be cul-de-sacs of over 1000 feet in length, the risk of these alignments being cut off for extended periods by landsliding would be very high, as past experience in Mill Valley has indicated. The fact that many of these areas of excessive slope are particularly fireprone compounds the threat to public safety, should access be blocked in any way. Figure P1 identifies those lands where grades exceed 50 percent.

SEISMIC SHAKING

Mill Valley lies within a few miles of the San Andreas fault system, a major break in the earth's crust over 1000 miles long which includes the San Andreas, Hayward, and Calaveras faults, and is the source of most Bay Area earthquakes. In common with all communities in the Bay Area, it is reasonable to assume that Mill Valley will experience one or more great earthquakes before the end of the century.

No significant earthquakes (Richter magnitude greater than 5) have occurred within the Mill Valley area since 1906. The City has been subjected only to minor shaking caused by nearby, moderate seismic activity such as the March 22, 1957, San Francisco quake. However, recent carefully documented scientific studies demonstrate that the strain within the earth's crust that causes earthquakes in the Bay Area has continued to build during the lull since 1906. Relief of these strains by means of an

earthquake of significant magnitude and ground shaking intensity seems inevitable, and Mill Valley will clearly be subject to the widely felt effects of such a shock.

No part of the Mill Valley planning area will be free from the effects of seismic shaking. Earth-quake-triggered landslides, addressed earlier, are a potential major problem which can be induced by only moderate shaking. Ground failure in the form of soil liquefaction, lurching, and settlement, could also result from shaking (addressed under GROUND FAILURE). And seismic shaking is potentially damaging to many types of structures.

Older structures, especially those built before 1933 (when improved building codes were adopted) and those built of unreinforced masonry, are particularly susceptible to shaking damage and could collapse during earthquakes. Depending upon the magnitude, proximity to epicenter, and subsurface conditions (soil and rock stability) present at a given point beneath the surface of the planning area, shaking damage which is expected to occur in the next few decades will vary from slight to intensive. Where Franciscan bedrock crops out at the surface, or is mantled only by a thin layer of soil, relatively high frequency, low amplitude shaking can be expected. Conversely, where the substantial thicknesses of loose, water-saturated Bay Mud soils underlie the surface, shaking will be relatively low in frequency and high in amplitude. Shaking in Mill Valley areas underlain by relatively dense alluvial materials will probably be somewhere between these two extremes.

The specific characteristics of shaking which can be expected at a given site in the City and the reaction of a certain type of structure to such shaking must be determined on an individual basis as part of any site investigation. However, the following generalizations can be made based on known subsurface conditions in Mill Valley:

In the sandstone uplands, most modern single-family buildings with foundations on rock will perform reasonably well. Modern multi-story buildings on rock should not be subject to collapse, although some serious damage will occur. In the melange uplands, single-story buildings will experience strong shaking, but most wood-frame buildings will remain intact. In the mixed sandstone and melange lowlands where there is greater development density, the damage potential will obviously be greater. Unreinforced brick will suffer moderate to severe damage. Falling debris will endanger those in the vicinity of these older buildings. There is also a danger of fire from the many gas lines in these heavily built-up areas.

The City's densely settled alluvial lowlands also have a potential for heavy damage. Many one- or two-story buildings that are largely of older construction with reinforced brick walls and over-hanging parapets are located on these lowlands. Falling debris consequently poses a hazard to persons running out of these older structures during a quake.

Damage to the Cascade reservoir, in the upper reaches of Cascade Canyon, could also occur as a result of seismic shaking. This possibility and its potential effects are addressed in this section under FLOODING.

However, the primary danger created by a seismic event is the indirect fire hazards. Although major structural damage is not likely to occur, disruption of gas and power lines would most likely result in fires. In the City's hill area, where access is already restricted and vegetative conditions constitute a major fire hazard under normal conditions, the severance of roads and water lines poses a major threat to life and property.

GROUND FAILURE

Over the past 10,000 years, a 300 foot rise in sea level formed San Francisco Bay, and sediments which had formerly been discharged into the Pacific Ocean from surrounding tributaries now settle to the bottom of the Bay waters. This sediment load, carried into the Bay by the Sacramento and San Joaquin Rivers and other streams draining the surrounding hills, was greatly accelerated by man's gold dredging operations of the late 1800's. The accumulated thickness of silty clay on Bay Mud is now more than 150 feet at the eastern margin of the Mill Valley planning area.

LIQUEFACTION. The Bay Mud in many portions of San Francisco Bay contains extensive layers and lenses of relatively clean, well-sorted (uniformly sized) sands and silts. When some of these relatively near-surface, loose, water-saturated, granular soils are subjected to earthquake shaking, they may temporarily lose all of their cohesiveness and strength, transform into quicksand, and behave as a liquid. Obviously, if this happens to soils upon which structures are founded, substantial damage may result. Buildings located atop this type of soil will sink and/or tilt and lighter materials, such as water and gas lines, will rise to the surface. Gas leaks may result and fires and/or explosions can ensue. Experiences during past earthquakes demonstrate that the effects of earthquake-induced failure or saturated ground can be devastating. Hence, recognition of the potential for seismic liquefaction should be a major determinant in planning for the use of Bay Mud areas.

It is not known whether such potentially liquefiable layers exist beneath those portions of Mill Valley underlain by Bay Mud, but specific investigations should be performed at individual sites to determine if such layers do exist.

Other potentially liquefiable sandy or silty soils may exist along stream channels in the area, but it is not likely that these deposits are clean enough (free of clay-sized particles) to create much potential for damage.

SUBSIDENCE. Where appreciable thicknesses of Bay Mud underlie the eastern portion of Mill Valley, sinking and differential settlement can occur leading to damage of structures sited on these lands. Damage due to such subsidence can be overcome to a large degree by proper site preparation and foundation design.

Large areas of Bay Mud marshlands in Mill Valley have been artificially filled over the years with an assortment of soil, sand, and crushed rock materials. While much of the fills themselves may have been well engineered and are relatively strong and stable, the mud they rest on is not. Consequently, such areas have a high potential for building, utilities, and road damage due to differential settlement. Moreover, placement of fill materials on areas underlain by Bay Mud often creates mud waves, that is the fill materials displace the softer mud forcing it to flow in a wavelike manner into the adjoining area. The result can often be substantial damage to the ecology of the area. Subsidence could result from either poorly constructed fills, or from seismic liquefaction of the sand layers within the mud that the fills rest on, resulting in substantial damage to roads and structures founded upon these fills.

FLOODING

A large portion of developed and undeveloped Mill Valley lands are subject to flooding due to a combination of factors including periodic heavy winter rainfalls, tidal fluctuations, and potentials for tsunami and dam failure due to seismic activity.

STORMWATER AND TIDAL INUNDATION. Flooding as a result of heavy rainfall can result from either of two phenomena: (1) storm water run-off inundation of lowlands due to an inadequate drainage network, and (2) high Bay tides and winds which force the storm water up stream channels.

Mill Valley drains into the Richardson Bay Drainage Basin mainly by way of the Basin's major stream, Arroyo Corte Madera del Presidio (hereafter referred to as Arroyo Corte Madera). As shown in Figure P1, the stream drains an area of about six square miles from the upper reaches of Mt. Tamalpais. Stream gradients are, therefore, exceptionally steep in the upper elevations, and flatten markedly as the creek continues over alluvial plains and enters the tidal marshlands along the periphery of Richardson Bay. Consequently, the creek often overflows its banks in the lower reaches during periods of heavy rainfall.

Significant encroachment has occurred along Arroyo Corte Madera by urban development and excessive vegetative growth. Both factors have imposed extreme limitations on channel flow capacities along substantial portions of the stream, resulting in major flood problems. During heavy rainfall conditions, floodwaters cascade down the steep, upper reaches of the main and tributary streams and flow through the central portions of the City where they overflow the flatter, generally

constricted and inadequate channels. Damaging floods have occurred over this area as a result.

The depth and duration of inundation in the estuarine portions of the basin during floodflows is affected mainly by tidal fluctuations, although simultaneous combinations of both severe tidal action and excessive storm water drainage are extremely rare.

Mill Valley areas subject to frequent flooding in past years are predominantly former marshlands (Bay Mud areas) which have been filled in recent decades for urban expansion purposes. Consequently, the flood problem in Mill Valley has increased with time. Areas subject to less frequent, but more damaging storm water inundation (100-year floods) are shown in Figure P1 and include the center of the City, a major portion of the City's commercial section, and a considerable residential area. Relatively recent floods in these areas occurred in 1955, 1958, 1962, and 1963. Of these, only the 1955 flood caused appreciable damage. Local records indicate that extensive flood damage also occurred in 1939 and 1945.

Future floods as severe as those of 1939, 1945, and 1955 could potentially result in extensive damage to Mill Valley considerably in excess of past experience as a result of today's increased price levels and the development of additional areas which are subject to inundation.

TSUNAMI. Tsunamis are sea waves generated by earthquakes and have been known to cause serious damage at points along the California coastline, such as Crescent City. Most tsunamis which have caused damage in California have been generated by distant quakes. From data on tsunamis which have impinged upon the coast of California and entered San Francisco Bay, the probable frequency and magnitude of tsunami effects on Mill Valley can be estimated. A once-in-500-year tsunami would have a wave height of 13 feet at the Golden Gate and would be attenuated to a height of five feet by the time it reached Mill Valley.

Development on the Mill Valley Bayfront must be designed and located to prevent major threats to life or substantial property damage as a result of tsunamis. Flood prone zones shown on Figure P1 include those Bayfront areas which are subject to 100-year tsunami inundation. Obviously an important consideration in determining how far tsunami run-up will extend onto adjacent land surfaces is the tidal level at the time of occurrence. If a tsunami is superimposed on a very high tide, the damage potential is much more severe than at times of low tide. However, as with storm water inundation, the possibility of a large tsunami and high tide occurring simultaneously is quite remote. Analysis indicates that a tsunami-induced sea level up to 12 feet above mean level can be expected at rare (100 year) intervals. This 12 foot incremental level has been assumed for planning purposes and defines much of the Bayfront flood zone areas shown on Figure P1.

DAM FAILURE. Cascade Reservoir is a water storage facility located in the upper reaches of Cascade Canyon. Although this facility is no longer used for water supply purposes, retention of water in the reservoir is still possible. If failure of this structure were to occur, the area flooded would depend upon both the mode of failure and the level of Cascade Creek below. If failure took place over a period of several hours and the creek was nearly dry, most of the water from the ruptured dam would follow the stream channel to the Bay. If failure were rapid and occurred when the stream was at maximum flood stage, the escaping water would inundate portions of the valley.

FIRE HAZARD

The risk of fire is particularly great in Mill Valley due primarily to the build up of chaparral, a highly fire-prone brush assemblage, which has occurred in the undeveloped uplands as a result of past fire suppression. This fuel buildup has become particularly hazardous in those zones delineated on Figure P1 due to a combination of factors including poor road access, inadequate water supply and pressure, and high ignition potentials, are exacerbated by the likelihood of future earthquakes.

Established chaparral formations cover the lower ridges, middle slopes, and upper reaches of Mt. Tamalpais. The upper southwest-facing slopes of Warner Canyon (Corte Madera Ridge), Blithedale Canyon Ridge, Cascade Canyon, Fern Canyon, and Summit Ridge, and the southeast face of Mt. Tamalpais, are all characterized by heavy chaparral growth and, therefore, are delineated as severe fire hazard zones on Figure P1. Among the components of these chaparral assemblages are manzanita, chamise, chaparral oak, huckleberry, chaparral pea, toyon, tree poppy, and chinquapin. Fire behavior in these shrubs, especially chamise, is notorious for its explosive character and rapid rate of spread.

Fire has not occurred in many chaparral areas of Mill Valley for more than 40 years. Lacking the "cleaning" action of fire, fuel has accumulated in the form of excessive size shrubbery and dead brush. Fuel build-up resulting from fire suppression has created fire conditions which are conducive to greater heat generation. Hot fires spread more readily, destroy more vegetation, and can lead to extreme post-fire soil erosion.

There appears to have been little concern in the past for avoiding home construction in the midst of this fire-prone vegetation. Homes in these areas are both a potential source of ignition and subject to destruction by fire. The need for land use regulation restricting residential development within high fire hazard areas is critical.

AIR QUALITY

Current air quality in the Mill Valley planning area and other areas of southeastern Marin County is described as good by the Bay Area Air Pollution Control District (BAAPCD). From data collected almost exclusively from the District's monitoring station in San Rafael, which is the closest station and best available source, between 1967 and 1971, it is evident that levels of contaminant concentrations in excess of State and Federal air quality standards have been relatively few, except in the case of oxidant levels, although air sampling was not taken within Mill Valley. Even oxidant excesses, however, have been relatively low compared to other urban communities in the Bay Area.

On the other hand, even though the southeastern Marin airshed has experienced pollution levels (average levels of photochemical oxidants) consistently below the other six stations in the BAAPC District (San Francisco, San Leandro, San Jose, Redwood City, Walnut Creek, Livermore), the study area has been gradually gaining on the other areas in recent years. Furthermore, the pollution potential of Mill Valley and other areas of southeastern Marin County is described by BAAPCD as high. The potential for contaminant accumulation is high due to the following physiographic and climatological factors.

WINDS. Low wind speeds and prevailing daytime up-valley winds prevent atmospheric dilution of pollutants. Instead, the sheltering hills concentrate emissions.

ATMOSPHERIC STABILITY. All of coastal California is subjected to stable atmospheric conditions known as inversions. In the Bay Area, this inversion layer acts as an impenetrable lid preventing the vertical mixing of pollutants. In the fall and winter months, cooling of the earth's surface causes frequent ground-based radiation inversions which are particularly conducive to concentrating pollutants emitted close to the ground, such as auto exhaust.

SOLAR RADIATION. The high frequency of clear, cloudless skies in southeastern Marin makes Mill Valley especially prone to photochemical pollution. Certain auto exhaust products in combination with abundant sunshine and high summer temperatures can form air polluting oxidants. Under the same climatic conditions, the area is also prone to the formation of other types of photochemical pollution if the proper chemical ingredients are introduced into the atmosphere from other sources (industry, etc.).

SHELTERING TERRAIN. The high terrain surrounding most of the study area, particularly the coastal range hills, are a primary factor in creating a significant air pollution potential. The hills restrict the horizontal flow of winds which would normally serve to dilute polluted air. Concentrations of air pollutants are greater as a result. In addition, the sheltering terrain shields against exchange between the air of

the southeastern Marin basins and the broader synoptic air of the region. As a result, Mill Valley air is prone to periods of stagnation.

The current low pollution levels in an area of relatively high pollution potential is due to the existing low rate of pollutant emission and a favorable geographic position generally upwind of the major pollutant sources of the Bay Area. With regard to the geographic distribution and trend of pollution levels, the significant pollutants are almost exclusively automobile-related. In general, pollution levels are highest along the major routes of travel such as Highway 101.

With air pollution levels in southeastern Marin gradually gaining on the other more contaminated communities, and with the study area's unfavorable meteorological factors in terms of air pollution potential, the present situation in southeastern Marin and Mill Valley could rapidly reverse without proper control. Fortunately, the air quality problem in southeastern Marin will be sensitive to a local planning and control strategy since the area is usually upwind from the larger urbanized and industrialized portions of the Bay Area.

NOISE

Research has been completed showing the impact of noise on human beings which indicates that noise is not only unwanted and unpleasant at times, but also can be injurious to health. The negative impacts of noise include permanent or temporary hearing loss, dangerous or pronounced physiologic effects, or serious annoyance, as well as less damaging, but still serious consequences, such as conversation prevention, sleep termination and prevention, and emotional effects. In the past, the impact of noise on human activities had not been given the attention that the problem deserves, with the result that land use choices often allowed uses that were not compatible with existing or projected noise levels.

Noise can be defined as undesirable sound. However, what constitutes undesirable sound is difficult to define and often involves subjective evaluation. Sound is usually measured in terms of its level in decibels above or below an arbitrary reference quantity (the faintest sound audible to the average healthy young person) or ambient level. A given sound level in decibels describes the intensity or pressure level of sound waves traveling outward from a source. The decibel unit is abbreviated to dB(A).

Urban noise is never steady, fluctuating from instant to instant. Changing noise is generally more disagreeable than steady noise. The term "noise level" is commonly abbreviated as L_{dB(A)}. L₁₀, the noise level abbreviation used herein for highway sources, refers to the average noise level over a 24-hour period which is exceeded only 10 percent of the time. L_{dn}, the noise level abbreviation used herein

for major local arterials, again refers to an average day-night noise level, but treats nighttime noise levels (commonly the most annoying) as though they were 10 dB's noisier than they actually are.

NOISE STANDARDS. A considerable amount of evidence has been compiled by the U.S. Environmental Protection Agency which correlates constant noise levels with speech interference, sleep disturbance, and hearing loss. The standards recommended herein are based on this research.

The level identified for the protection of speech communication is 45 dB within the home. Allowing for a 15 dB reduction in sound level between outdoors and indoors, this level becomes an outdoor day-night sound level of 60 dB for residential areas. For outdoor voice communication, an outdoor day-night level of 60 dB allows normal conversation at distances up to around six feet.

Although speech interference has been identified as the primary noise conflict with human activity and as the principal reason for adverse community reactions to noise and long-term annoyance, a margin of safety of 5 dB should be applied to the maximum outdoor level to give adequate weight to other adverse effects. Therefore, a L_{dn} level of 55 dB is identified by the Environmental Protection Agency as the maximum outdoor level in residential areas compatible with the protection of the public health and welfare. With respect to complaints and long-term annoyance, this level is clearly a maximum, satisfying a large majority of the population. However, specific local situations, attitudes, and conditions may make lower levels desirable for some locations.

MILL VALLEY CONDITIONS. In Mill Valley, combustion engines, dogs, and music are the principal sources of community noise intrusion above ambient levels and, therefore, are the primary controlling elements. Noise problems in Mill Valley are compounded by its natural configuration of valleys and hills which both increases direct exposure to primary noise sources and produces reverberations affecting areas not directly exposed to the noise source. Annoyance from traffic noise is caused mainly by variations in the magnitude of sound from acceleration and deceleration, and from bursts of noise heard as individual vehicles pass. The roar of heavy traffic, of course, can also be a source of community annoyance.

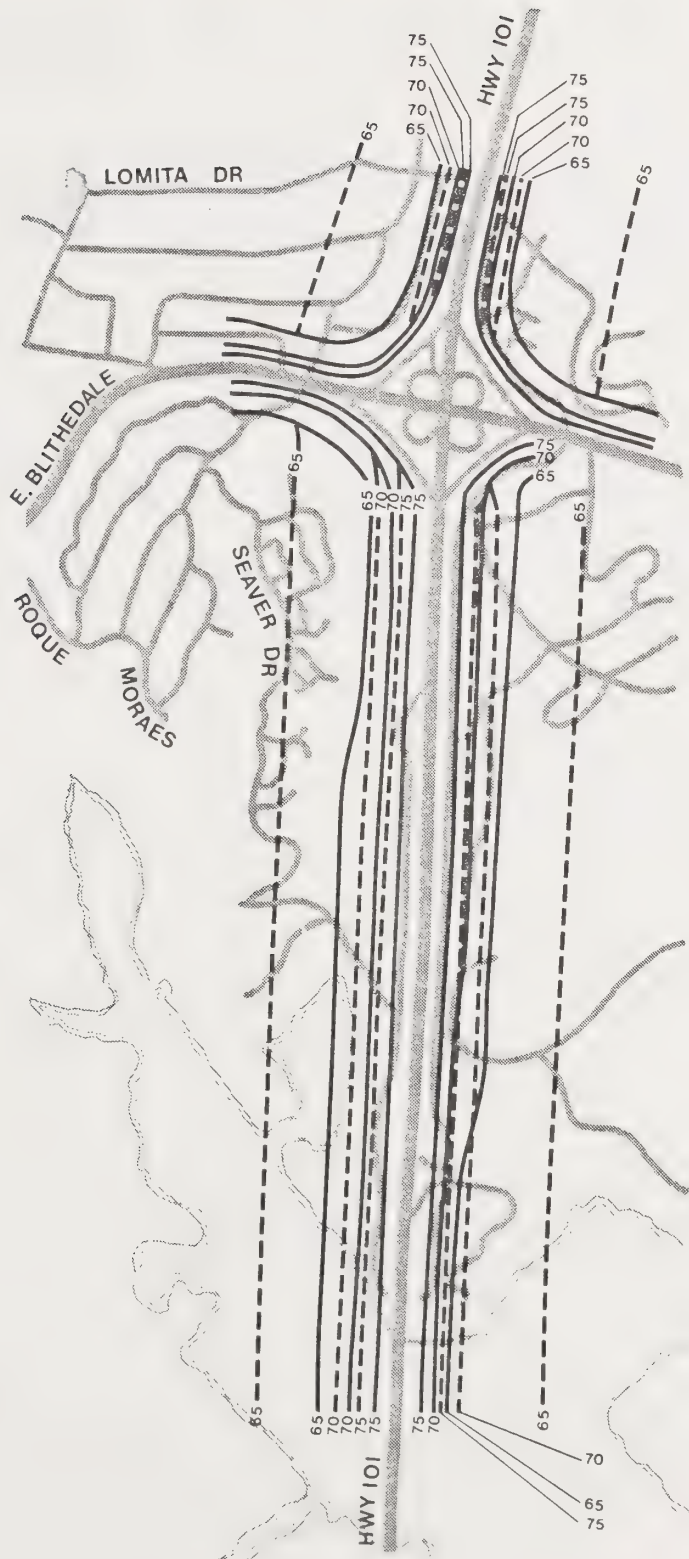
The main sources of traffic noise in Mill Valley are Highway 101 and the major local arterials including East Blithedale Avenue, Miller Avenue, and Camino Alto. Current and projected noise contours generated by Highway 101 for 1974 and 1975 (the lines of intrusion by a given noise level in dB(A) are mapped in Figure P2. Plotted data came from the State of California Division of Highways. A plot of noise contours has not been made for the major local arterials. Instead, Table P 1 provides a list of arterial segments with various noise levels listed by distance

**Figure P2
EXISTING AND
PROJECTED
NOISE CONTOURS**

———— EXISTING
----- PROJECTED

(Source: CALTRANS)

SCALE:



from these streets. As an approximate method to interpret noise levels not listed in Table P1, it can be assumed that noise will decrease by 5 dB(A) for every doubling of the distance from the roadway. Conversely, noise will increase by approximately 5 dB(A) when the distance from the roadway is halved.

Table P1. NOISE LEVELS GENERATED BY MAJOR LOCAL ARTERIALS, 1974 and 1990*

Link Description	Section		1974 Distance from Centerline of Roadbed (ft.) Noise Calculations in $L_{dn} = dB(A)$:						1990* Distance from Centerline of Roadbed (ft.) Noise Calculations in $L_{dn} = dB(A)$:					
			45	55	65	70	75	80	45	55	65	70	75	80
E. Blithedale	Camino Alto	Highway 101	2800	700	175	88	44	22	3600	900	225	112	56	28
Miller Avenue	Almonte Blvd.	Camino Alto	2400	600	150	75	37	18	2800	700	175	88	44	22
	Camino Alto	Locust	2400	600	150	75	37	18	3600	900	225	112	56	28
	Locust	Park	2400	600	150	75	37	18	2800	700	175	88	44	22
	Park	Throckmorton	2000	500	125	62	31	15	2400	600	150	75	37	18
Camino Alto	Miller Ave.	Blithedale	2400	600	150	75	37	18	3600	900	225	112	56	28

SOURCE: Bolt Beranek and Newman, Inc.; A Background Report on Transportation Noise; Submitted to Department of Public Works, Marin County, California; September, 1974.

* 1990 Figures are based on Marin Co. Dept. of Public Works 1990 traffic projections for Mill Valley assuming no local transit. However, if the local transit proposal recommended by the consultants is implemented by 1990, consultant analysis and projection indicates that 1990 traffic levels would be very close to current levels. As a result, 1990 noise levels generated by major level arterials with transit would be very similar to current, 1974 noise levels.

Traffic noise data shown in Table P1 are from a background report on transportation noise prepared in September 1974 for the Marin County Department of Public Works by Bolt Beranek and Newman, Inc. Figures shown for 1990 are based on the County's Balanced Transportation Study projections. Traffic estimates prepared as the part of the Mill Valley General Plan program, and based upon recommended residential densities of the Plan, indicate traffic will not approach the levels projected in the County study and will instead be nearly equivalent to the 1974 volumes if local transit proposals of the plan are implemented. Therefore the noise levels shown for 1974 more closely approximate the expected longer term noise levels. It should be noted that the 1990 forecast has not considered the likelihood of improvement in vehicular noise suppression over the next 15 years which may reduce the noise output of projected traffic.

SPECIFIC POLICIES

To respond directly to specific health and safety factors which affect the Mill Valley planning area, distinct land use policy areas have been established based on hazardous development constraints. Specific policy areas coincide with areas designated on the Map of Development Constraints, Figure P1, and are characterized by either

slope instability, excessively steep topography, ground failure and subsidence, flooding, or severe fire hazard. In addition to these hazardous areas, this section also responds to health and safety factors which apply throughout Mill Valley -- seismic shaking, air quality, and noise.

AREAS OF SLOPE INSTABILITY

Several slope instability problems are known to exist in those Mill Valley areas generally designated on Figure P1. An exceptionally wet winter or an earthquake could cause severe landsliding in these areas, resulting in loss of life and significant property damage. Therefore, any development in areas of slope instability shall comply with the following provisions:

1. Construction of new roads, utilities, and buildings for occupancy shall not be permitted in areas of steep topography unless detailed geotechnical studies demonstrate that reasonable safeguards have been provided for public safety. Studies made by qualified geologists and/or geologic engineers must show that both static and dynamic hazardous conditions either do not exist or can be overcome by site preparation measures and/or engineering design.
2. Any existing use or facility in a designated area of slope instability, which attracts numbers of people, provides essential community services, or is open to the general public, shall be inspected and structurally upgraded to abate such hazard, be relocated, or be closed to occupancy by the general public.

AREAS OF STEEP TOPOGRAPHY

Excessive slopes (over 50 percent grade) occur along the major ridges of Mill Valley. These lands are shown in Figure P-1. These areas are considered highly unsuited for development due to constraints imposed both on the siting of structures, road access and parking for the individual structures, and on access for roads and utilities into the areas where these slopes predominate. Rain runoff created by paved surfaces in such areas also compounds erosion and sedimentation problems because of the steepness of the slope and resulting abruptness of the runoff. Moreover, any site grading occurring on such slopes requires extensive use of retaining walls since cut slopes and fill slopes should not exceed 66 percent and 50 percent respectively, with most of the soils types that prevail throughout the area. Therefore development in areas with slope over 50 percent shall comply with the following provisions.

1. Any portion of a site over 50 percent grade shall not be considered as buildable for purposes of calculating allowable density, except under circumstances such as to be addressed in LAND CAPACITY ORDINANCE.

2. Based upon detailed analysis of the specific site, a structure may be placed on a grade of 50 percent or greater if it does not require undue disruption of the existing ground surfaces and vegetation and if it can be demonstrated that access for roads and utilities to the site can be provided in a manner which eliminates any reasonable possibility of disruption or damage to roads and utilities due to earth movement and ensures adequate access for public safety vehicles.

SEISMIC SHAKING

All of the Mill Valley planning area is subject to the severe effects of seismic shaking. All Mill Valley land use shall, therefore, comply with the specific policies set forth below. Reference should also be made to those land use policies which respond to specific effects of seismic shaking, i.e., specific policies for slope instability and ground failure areas.

1. All new buildings shall conform to the latest seismic structural standards of the Uniform Building Code as a minimum standard. In addition, since UBC standards do not guarantee against heavy seismic damage, all building designs for human occupancy, other than single-story woodframe structures and one- or two-family woodframe dwellings, shall be examined and certified by a civil or structural engineer registered in this State. Certification must include consideration for the effects of an earthquake intensity level of IX Modified Mercalli and evaluation of the building site for the presence of seismic shaking-related hazard conditions (soils, geology, etc.) and their implications for structure design of buildings, roads, and utilities.

2. All development sites for human occupancy shall be thoroughly evaluated prior to development for the presence of seismic shaking - related hazard conditions (soils, geology, etc.) and their implications for structural design. Any particular seismic hazard characteristics disclosed by such evaluations shall be made public.

3. Multi-story structures (over two stories) underlain by thin, alluvial soils over bedrock shall be well anchored to the underlying bedrock by piers, poles, piles, or similar footings.

4. Multi-story structures underlain by flat alluvial soils may also be "floated" on a low-friction concrete pillar or pad structure where connection to bedrock cannot reasonably be accomplished.

5. All new buildings and structures intended for human occupancy shall be structurally designed to resist those vertical and horizontal seismic loadings, particularly shear and racking movements, determined to be characteristic of a particular site through site investigation.

6. Any existing seismically weak structures which represent a threat to public safety shall be structurally upgraded to abate such hazard or be closed to occupancy when the present use is terminated or when application is made for a zoning change or other entitlement.

AREAS SUBJECT TO GROUND FAILURE

Where appreciable thicknesses of Bay Mud underlie portions of Mill Valley, the surface is subject to earthquake-induced liquefaction and to subsidence and differential settlement, as a result of shrinking soils, poorly constructed fills, or liquefaction. All development in areas identified in Figure P-1 as susceptible to ground failure shall be subject to the provisions below. Areas where expansive soils are the primary problem are excluded. However, the building construction review process should also ensure that adequate precautions are taken here, too.

1. Because of the high probability of major settlements or differential settlements, and the high risk of earthquake shaking and liquefaction, extensive site investigation shall be required at the outset of all projects proposed for areas underlain by Bay Mud. Investigations shall include such factors as thickness and compressibility of Bay Mud, depth to bedrock, presence of layers and lenses of sand, peat, or shells, technical description of any engineered fill, and so on.

2. The City should establish a special development review procedure for lands designated susceptible to potential ground failure. In these areas the City should require certification by a State-registered structural engineer or geologist as a part of a development application. Additionally, the applicant should be charged an additional fee sufficient to enable the City to select an independent consultant(s) to further review the public safety issues relating to construction on Bay Mud. This extra precautionary step is considered essential since there are currently differing professional interpretations regarding the safeguards required in such areas. This procedure would give the Planning Commission and City Council the benefit of several professional judgments and would focus attention on any possible unresolved public safety issues. (The Bay Conservation and Development Commission presently uses a similar procedure on Bayfront lands. In this instance, they use a three-member technical committee to review development applications.)

3. Since utilities can be severely damaged by seismic-induced ground failure, no new public or private power, water, sewer, or gas lines shall be permitted to cross ground failure areas unless reasonable alternative routes are not available or the facility design includes sufficient provision for valves, switches, and other equipment appropriate to ensure rapid shutoff and minimum potential disruption of service, and minimum adverse impact on adjacent and surrounding areas in the event of seismic-induced ground failure. Lines must be accessible for emergency repairs to minimize the potential effects of service interruption. Provision of an independent water supply system for fire protection (i.e., use of Bay water) could be a desirable back-up system to protect those structures and inhabitants in the most vulnerable and already built-up portions.

4. Construction and fill under these circumstances shall be engineered in a manner that does not directly lead to the danger of mud flow and resulting ecological damage.

5. Any existing facility which is subject to ground failure hazard and attracts numbers of people, provides essential community services or is open to the general public, shall be investigated for potential hazard to life and property, and appropriate hazard mitigation actions shall be taken.

AREAS SUBJECT TO FLOODING

Figure P-1 designates portions of developed and undeveloped Mill Valley lands which are subject to flooding due to heavy rainfall, tidal fluctuations, and potentials for tsunami and dam failure due to seismic activity. Development in these designated flood-prone areas shall comply with the following provisions:

1. Within the 100-year floodplain, the elevation of the finished first floor level of any structure intended for human occupancy shall be designed to maintain an elevation of 12 feet above mean sea level, taking into consideration subsidence. Minor recreation structures on the Bayfront should be excluded from this requirement.

2. Roads and structures within the 100-year floodplain should be constructed to minimize reduction in the surface area of the floodplain. This objective can be achieved by construction on piles, or limiting land fill to only the area occupied by the structure and by allowing for the flow of flood water across roads which would otherwise serve as a dam isolating land now serving as a flood water retention basin.

3. Engineering investigations should be made to determine the stability of the City-owned Cascade Dam under severe rainfall and landslide conditions, or

if subjected to an earthquake of magnitude 8.25 to 8.5 Richter on the San Andreas Fault.

AREAS SUBJECT TO FIRE HAZARD

Large portions of the Mill Valley planning area are threatened by major fires due to the build-up of dry, vegetative fuel in open space uplands. These fire hazard areas are delineated in Figure P-1. In order to minimize possible loss of life and property as a result of fire, development in designated fire hazard areas shall comply with the following provisions:

1. Residential development shall be limited to a maximum of one dwelling unit per every five acres of land. Lots of record of less than five acres shall be exempted from this provision except where contiguous lots are in single ownership.
2. Land management programs should be undertaken to minimize fuel build-up in already developed portions of this zone. The build-up of chaparral should be reduced by periodic thinning to curb the fire threat that it poses. An optimum balance should be sought between the degree of fire-prevention obtained through clearing activity and the retention of the visual value of the upland chaparral.

AIR QUALITY

The primary responsibility for maintenance of air quality rests with the State and Federal government. The City's circulation policies, however, provide an important means of helping achieve the State and Federal standards. The main efforts should be directed towards reducing the dependence on the private automobile and limiting auto-related public improvements to those which will not encourage auto travel in preference to transit use. Specifically the following steps should be taken:

1. Sufficient local transit service should be provided to eliminate the need to drive to Golden Gate or Marin Transit stops and to shopping and other local destinations.
2. Sufficient provisions should be made for walking and biking to permit these modes to replace the auto for local trips.
3. Roadways should be improved only to a level necessary to eliminate

traffic congestion and safety problems which could occur even with high use of local and inter-city transit.

4. Requirements for residential and commercial parking should be lowered in areas served by local and inter-city transit.

5. Residential growth should be concentrated in areas where good transit service can readily be provided.

NOISE

In Mill Valley, motor vehicles are the principal source of community noise intrusion above ambient levels and, therefore, are the primary controlling element. The contours of present (1974) and projected (1990) noise levels associated with major transportation elements have been documented by the California Department of Transportation (US 101) and the Marin County Department of Public Works (local arterials) and are mapped on Figure P-2. Standards have been developed by the U. S. Department of Housing and Urban Development and the Highway Research Board for maximum noise levels which will be compatible with various land uses. These standards are presented in Table P-2.

In order to prevent health problems created by excessive noise levels, the City of Mill Valley should apply these criteria as guides in developing and adopting a series of noise-land use compatibility standards. These standards should then be applied as a measure in determining the acceptability of a specific land use near the freeway or a local arterial.

In addition, all land development in the Mill Valley planning area shall comply with the following provisions:

1. All residential structures shall be designed to reduce interior noise levels from roadway sources to less than 45 dB (A).

2. Noise from exterior sources should be minimized in predominantly residential areas by discouraging or prohibiting through-traffic movement.

3. Truck traffic in Mill Valley should be channeled along Miller Avenue, Camino Alto, and East Blithedale Avenue east of Camino Alto. On other City streets, truck access should be limited solely to local delivery.

4. Transit service on local streets other than Miller Avenue, East Blithedale from Highway 101 to Camino Alto, and Camino Alto from East Blithedale to Miller Avenue should employ quieter vehicles than now used by Golden Gate Transit.

5. No activity within or adjacent to a residential zone shall emit noise in excess of 50 dB(A) as measured at the limit of the property on which the activity takes place or at the property line of any residential property in the vicinity.

6. All land uses which have outdoor facilities (residences, schools, parks, etc.) shall be located at a distance from any disturbing noise source which will ensure that adopted noise-land use compatibility standards are not exceeded.

7. All land uses which do not require outdoor facilities may be located as near to a noise source as acoustical design measures allow, provided that adopted noise-land use compatibility standards are not exceeded. Special design measures such as earth berms, acoustical building materials, solid walls facing the noise source, and so on, can be employed to reduce inside noise for these interior-oriented land uses.

8. Construction of buildings and roadways also contributes to noise levels. The City of Mill Valley should develop and adopt standards to regulate the amount of noise which will be permitted from construction activities.

TABLE P2 : RECOMMENDED NOISE DESIGN CRITERIA

LAND USE		L ₅₀ (dBA)	
		Day	Night
Residences	inside	45	40
	outside	50	45
Schools	inside	40	40
	outside	55	--
Hospitals and convalescent homes	outside	50	45
Offices	inside	50	50
Theaters	inside	40	40
Hotels, motels	inside	50	45

L₅₀ (dBA) is the noise level over a 24-hour period which is exceeded 50 per-cent of the time.

SOURCE: Highway Research Board, Highway Noise: A Design Guide for Highway Engineers. National Cooperative Highway Research Program Report 117; 1971.

traffic congestion and safety problems which could occur even with high use of local and inter-city transit.

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IMPLEMENTATION

Two major changes are necessary in the City's current development regulation procedures to provide reasonable safeguards from hazards to life or property created by natural conditions. The first of these is to adopt ordinances and establish procedures by which the allowable density and permitted siting of structures is determined based on specific site conditions. (At present, the City's lowest density residential zone permits one dwelling per acre.) The second change in procedures is inclusion of requirements of certification of all development sited in areas of likely hazard by a structural engineer or engineering geologist registered in this State. Specific ordinance and procedural requirements are outlined below.

LAND CAPACITY ORDINANCE. A key means of relating allowable density to the specific characteristics of the site is through enactment of a land capacity ordinance. Briefly, this ordinance would require documentation of the soil, geologic, seismic, hydrologic, and slope conditions of the site and a determination, based upon these factors, of the portion of the site which can safely be built upon. Additionally, other on- and off-site factors would be included in the calculations to determine allowable density and siting of structures. Among these factors is on-site access; for example, portions of the site, though stable under severe seismic and hydrological conditions but accessible only by roads and utilities passing through unstable areas of the site, should not be included for purposes of determining allowable density. Similarly, portions of the site which can only be made accessible by use of a cul-de-sac greater than approximately 800 feet in length should be excluded unless adequate provisions can be made for safety vehicles. On-site access by road and utilities should also be included in the density calculations with provisions including consideration of both the potential for disruption of roads, water service, and power lines and constraints on access by public safety vehicles. Fire-prone conditions on or adjoining the site should also be considered. A minimum site area of five acres should be established on sites identified in the Plan as high fire hazard areas and on other sites where road access and/or water service is not sufficient to ensure adequate fire protection.

MANDATORY PLANNED DEVELOPMENT PROCEDURES. The majority of the remaining vacant lands in Mill Valley have associated with them numerous physical constraints to development which cannot be adequately dealt with under normal zoning and subdivision procedures. Therefore, all remaining vacant lands, other than already platted single-family lots, should be required to submit under the City's planned unit or planned residential development procedures. The determination of density should be derived from the land capacity ordinance calculations.

GEOLOGIC AND SEISMIC REVIEW PROCEDURES. As part of the development application and review process, certification should be provided by a State-registered structural or civil engineer for all structures occurring within areas of known or suspected slope instability and in areas underlain by Bay Mud. Additionally, certification by such specialist shall also be provided for all roads, water lines, sewer lines and power lines transecting potentially unstable lands to ensure that disruption of these services is not probable under either seismic conditions or heavy and sustained rainfall.

Within the portion of the City underlain by Bay Mud, an additional review process shall be required since there remain professional differences as to what constitutes adequate structural safeguards for life and property in such areas. It is proposed that the applicant have his submittal certified by a registered structural engineer or engineering geologist and additionally, that a separate appraisal be made by a consultant selected by the City. The cost of the consultant should be paid by the applicant.

NOISE ORDINANCE. Establishing workable procedures for regulatory noise levels is difficult, since it involves aspects governed partially by zoning provisions, partially by building codes, and partially by City Engineer permits. Moreover, it also involves regulating on-site activities after both zoning and building permits have been secured. In an effort to simplify these procedures, it is proposed that conformity to the interior noise standards of the Plan be administered as a part of the building permit procedures, since determination of interior noise levels requires review of the building materials employed. Review should be limited to properties within 1,000 feet of the center lines of US 101 and 200 feet of the center line of Miller Avenue, Throckmorton, East Blithedale, Camino Alto, and Sycamore Avenue between US 101 and Camino Alto. Controls on noises generated on-site should be governed by ordinances administered by the City Engineer's office.

FIRE ABATEMENT ORDINANCE. In order to minimize fuel buildup in fire-prone areas, an ordinance should be enacted requiring all property owners to periodically thin vegetation and clear underbrush which constitutes a fire hazard. A balance, however, should be maintained between the degree of fire-prevention clearance and the retention of vegetation with both wildlife habitat and scenic value, and and to avoid soil erosion problems. Services of a Forester should be obtained to assist in administering this ordinance.

LAND ASSEMBLAGE. The State Community Redevelopment Law is a tool which may be utilized in solving problems associated with improperly platted lots in areas of hazardous conditions. (The law specifically refers to inadequately platted lands as a valid application of the redevelopment powers.) This law also makes provisions for participation by owners of the property.

OPEN SPACE AND CONSERVATION

CONTENTS

	<u>Page</u>
PURPOSE	O-1
EXISTING CONDITIONS	O-1
Scott Valley and Alto Bowl	O-3
Warner Canyon	O-4
Blithedale Canyon	O-5
Cascade Canyon	O-5
Homestead Valley and Panoramic Ridge	O-6
Almonte	O-7
East Mill Valley Bayfront	O-8
Central Mill Valley	O-8
SPECIFIC POLICIES	O-9
Blithedale Ridge and Warner Canyon	O-9
East Corte Madera Ridge	O-9
Kite Hill	O-11
Alto Hill	O-11
Ralston Estate	O-13
Fern Canyon	O-13
Cascade Canyon Area	O-13
Marshlands	O-15
KSW Property	O-15
PG&E Lands	O-15
City Owned Marshlands	O-15
Hi-ho Marsh	O-16
Other Marshlands	O-16
Mudflats and Open Water Areas	O-16
City Bayfront Lands	O-16
Lytton Square Area	O-17
Creek Preservation	O-17
Open Space Management	O-17

CONTENTS

	<u>Page</u>
IMPLEMENTATION	O-18
Land Acquisition	O-18
General Funds	O-19
General Obligation Bonds	O-19
Tax Increment Financing	O-19
County Funds	O-19
California Bagley Conservation Fund	O-20
State Fish and Game Department	O-20
California Park and Recreation Bonds	O-20
Federal Land and Water Conservation Fund	O-20
Federal Wildlife Restoration Program	O-21
Federal Marine Protection, Research and Sanctuaries Act of 1972	O-21
Regulatory Methods	O-21
Mandatory Planned Development	O-21
Land Capacity Ordinance	O-22

FIGURES

Figure O1. Open Space Values	Follows	O-2
Figure O2. Open Space Subareas		O-4
Figure O3. Kite Hill and East Corte Madera Ridge		O-10
Figure O4. Alto Hill		O-12
Figure O5. Fern Canyon		O-14
Figure O6. Open Space Policy	Follows	O-16

OPEN SPACE AND CONSERVATION ELEMENT

PURPOSE

The Open Space and Conservation Element of the General Plan addresses issues related to the natural environment in Mill Valley and responds to the goals set forth in the Goal Framework including Goal 2, "The natural resources of Mill Valley shall be conserved and, where necessary, restored to a healthy state", and Goal 3, "The natural environment should visually dominate the character of Mill Valley." Several policies are enunciated under each of these goals, including the concern that Mill Valley be physically and visually demarcated from adjoining communities by areas of permanent open space; that areas with high natural resource value be protected; that development be prohibited or restricted where natural conditions present serious threats to life or destruction of homes, business establishments, and public facilities; that hill forms, vegetation, and watercourses which contribute significantly to the community's present image and attractiveness should be retained; and that public access and use of the area's major open space and scenic resources should be ensured.

EXISTING CONDITIONS

Mill Valley is located between the tip of Richardson Bay, a shallow arm of San Francisco Bay, and the base of Mt. Tamalpais. The town is defined by the ridges extending down toward the Bay from 2,570-foot Mt. Tamalpais. The valley which lies between the ridges is the result of long erosion of the Mt. Tamalpais land mass and deposition of alluvium in the lowlands, which together with marine sediments of the Bay formed the once extensive marshlands and mud-flats around the Bay. Mill Valley forms a watershed, with two main streams and their tributaries draining the southeast flank and ridges of Mt. Tamalpais, an area of approximately 11 square miles, into Richardson Bay.

The combination of natural conditions -- Mt. Tamalpais, its ridges, valleys, marshlands, and waterways -- form the physical and aesthetic setting for the community. The interface of the town and the Richardson Bay margin forms a link to the San Francisco Bay, with a diversity of vegetation types, micro-environments, and habitats, from open bay water to steep, high, chapparal ridges.

A survey of the existing natural resources in the Mill Valley area indicates that changes in the natural landscape have occurred resulting from both natural succession (the process by which a plant or animal community alters its own environment to the extent that conditions are created leading to replacement by species which are better adapted to the changed environment, or which can compete successfully) or what could be termed an "unnatural" succession to the extent that man has consciously or unconsciously brought about the changed conditions. Man-made changes that have occurred with the most profound consequences have been the introduction of "exotic plants", the suppression of periodic fires, and the effects of prolonged grazing.

Figure O-1 provides a summary of the major open space resources of the area. These open space resources include the creek system which has both functional and aesthetic value, the biotic resources, and the scenic values created by the combination of natural factors. The biotic resources of Mill Valley include redwood groves, mixed stands of broadleaf evergreens, chaparral, coastal scrub, grasslands, marshes, and mudflats as well as introduced species which dominate portions of the setting. A more detailed description of these biotic resources is provided on a subarea basis later in this section of the Plan.

Within the City limits (encompassing an area of approximately 5.8 square miles), streams and tributaries comprise three drainage basins of the southeast flank and ridges of Mt. Tamalpais which empty into Richardson Bay. The Arroyo Corte Madera basin extends northwest from sea level at Richardson Bay to over 2,500 feet in elevation on Mt. Tamalpais, covering an area of 6.0 square miles. The ground surface generally slopes from a westerly to easterly direction, forming three sub-basins: (1) the Cascade Creek basin, 1.9 square miles; (2) the Warner Creek basin, 0.9 square miles; and (3) the Reed Creek basin, 0.9 square miles. The Sutton Manor Creek (Salt Creek) basin extends northerly from sea level at Richardson Bay to an elevation of over 400 feet in the City of Corte Madera and is situated west of U.S. 101 with a ground surface slope from north to south. The seasonally heavy fresh water flows from the watershed help to flush the marshes and harbor of Richardson Bay.

The health of this intricate network of streams, ravines, and springs that descend abruptly from the upper reaches of the mountain down into the center of the City and its neighboring valleys is threatened by man's actions. Throughout the watershed, grading, excavation, vegetation removal, and preemption of ground surface by structures and paved surfaces have led to flooding and erosion of channel banks. Along the creek channels, construction of bridges, roads, culverts, residences, and other structures has led to destruction of creekside vegetation, obstruction of creek flow, erosion, and maintenance problems.

It is the natural features which are also the primary ingredients establishing the



Figure 01

OPEN SPACE VALUES



 Mudflats and Open Water


 Creeks

VISUALLY PROMINENT NATURAL FORMS

 Ridgeline

 Hillslope

SIGNIFICANT VEGETATION

 Redwood and Broadleaf Evergreen

 Grassland

 Marshland

Mill Valley General Plan



visual character of the community. As shown in Figure O-1, major ridgelines, which are for the most part still unbuilt upon, sharply define the north, west, and south limits of the community. This sense of visual containment and separation from adjoining urbanized areas is further reinforced by lower hill forms such as Alto, Kite, and Shelter Hills, which help define the entrance points to the community. The flat marshlands, mudflats, and waters of Upper Richardson Bay provide a counterpoint to the rugged hill landscape and open up opportunities for expansive views and the chance to view all of these open space features as a unit.

The preceeding description of open space resources provides an overview of the community's major natural resources. However, there exists such a diversity within the area that it is also necessary to examine these resources on a finer grain basis. For this purpose, Mill Valley and the adjoining areas which fall within the same watershed have been divided into eight geographical units based primarily on topographical and watershed factors. These are shown in the accompanying diagram and are discussed below.

SCOTT VALLEY AND ALTO BOWL. This area provides a striking visual element in the approach to Mill Valley, with grassy slopes and ravines containing dense tree growth, giving an indication of the interior, less exposed parts of the community. The area is primarily residential in character, and cultivated planting has in the past and will continue to alter the grassland character of the valley. Significant features include the eucalyptus grove at the top of Camino Alto at Corte Madera boundary, the mixed redwood groves in ravines along the roadway, the bay woodlands adjoining the entrance to the North Ridge development and the north-facing slope of Alto Hill, and the oak woodland at the northern end of Alto Hill. Streamside vegetation along the seasonal stream draining Scott Valley marks its course. Alto Hill and Kite Hill, two large grassland areas, have in the past been overgrazed; however, recent practices have reduced the damage to this area, except on occasional slopes where overuse by animals has compacted soil, encouraging erosion, and where degraded pasture has permitted extensive weed establishment. Both hills contain diverse wildflowers and habitats suited to rabbits, small rodents, snakes, and burrowing mammals such as gophers and moles, which are essential resources for birds of prey. Kite Hill provides a direct access to fireroad and horseback-riding trails of North Ridge and Mt. Tamalpais, as well as a large site for passive recreation. Certain problems have been identified, including the scar of excavation above the water storage tank on Kite Hill, as well as the visual disruption of North Ridge and the ridge of Kite Hill by the existing development. The extensive landfill and barren land surrounding the Red Cart Market gives an indication of the prolonged unsightly process required to fill former marsh lands. Fire hazards exist in grassland areas not grazed and subject to brush encroachment.

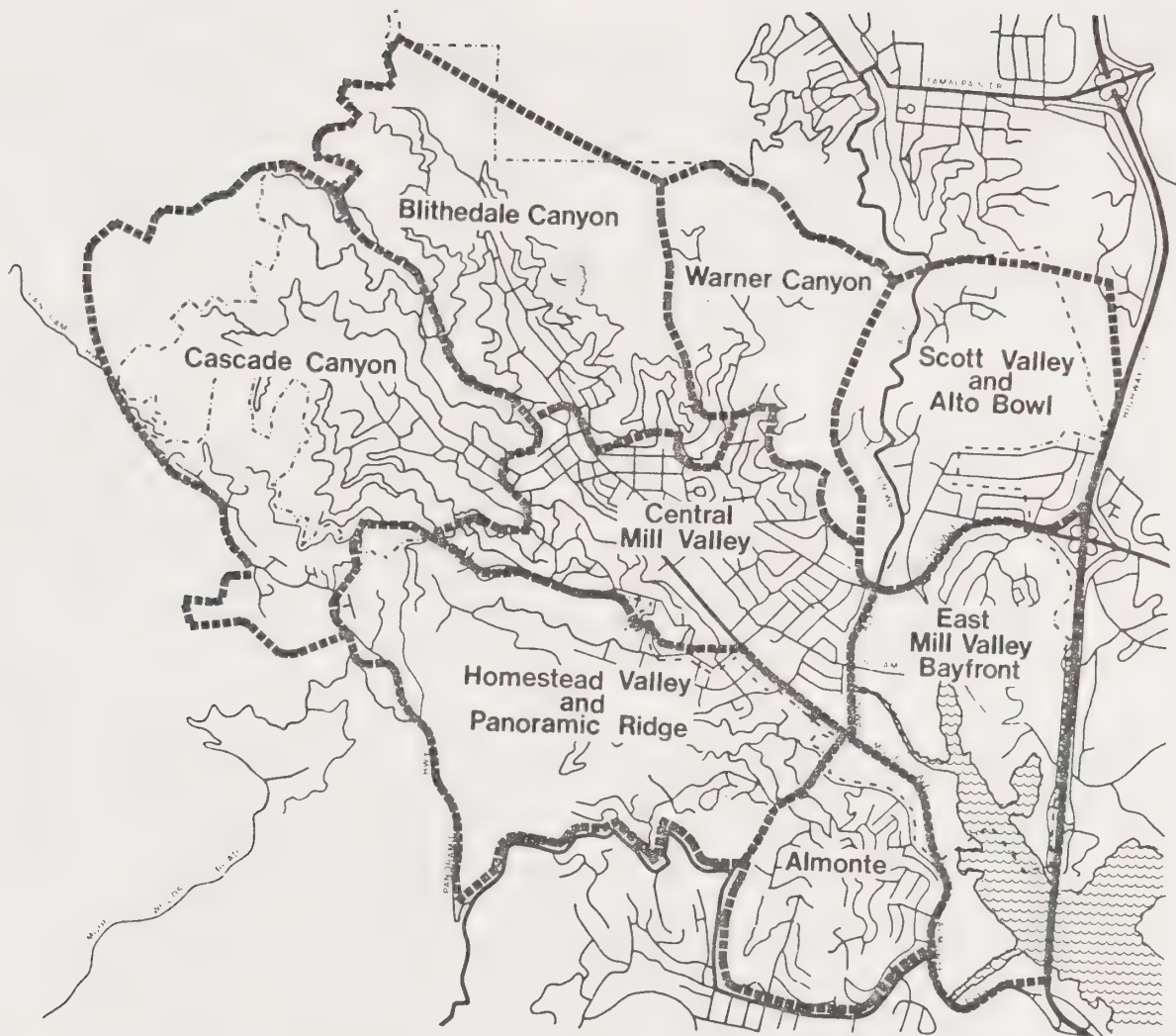


Figure O2
OPEN SPACE SUBAREAS

WARNER CANYON. This area encompasses a diversity of micro-environments including the north-facing slope of Blithedale Ridge, which is heavily wooded and largely undisturbed, the ridges and slopes which extend from Corte Madera and Blithedale Ridges to the south, and the west-facing sides of Corte Madera Ridge at the head of Warner Canyon, which contain small grassy knolls, broom-covered slopes, ravines, stands of madrone and chaparral extending to the head of the canyon. The canyon itself contains several redwood groves which are visually significant, including second-growth trees located near the golf course, and small hillside groves at two to three locations extending up-slope southeast of the golf course. Madrone trees are located in several areas, including visually significant groupings above Heather Way in Scott Highlands. At the head of the canyon, a small grove

of olive trees has been planted. Two areas have been identified as being of area-wide significance: (1) the extended oak-bay woodland south and east of the golf course forms a stable, self-sustaining eco-system, requiring little maintenance except for road and trail care, and forms a habitat continuity; (2) the area located on both sides of upper Warner Canyon contains an unusual mix of birds and mammals due to the great diversity of grass-land, scrub, chaparral, broadleaf evergreen, and redwood. An unusual outcropping of red jasper immediately east of the intersection of Marlin and Manor Drive is a unique visual and educational resource for the community.

The slopes of Warner Canyon are unusually steep, with evidence of earth movement in the area, which indicates that grasses and scrub should be protected for slope stabilization. Slope stability is maintained by ravine vegetation and chaparral, as well as redwood and bay trees located in the drainage zone. The stream flow in the canyon supports simple aquatic life including crayfish, salamanders, and frogs, and is essential to terrestrial animals.

Problems identified in this area include the broom encroachment of unforested slopes in Warner Canyon, with accompanying disruptive impact on the ecosystem. Fire-prone areas include mixed grass and broom or coastal scrub communities, particularly above Rancho Los Lomas, and the chaparral dominating the head of the canyon.

BLITHEDALE CANYON. This area contains development on narrow winding streets, with heavily forested slopes. Redwoods dominate the northeast-facing slopes, and bays and coast live oak cover the southwest exposures. Stands of madrone occur on exposed knolls, while tan oak is located in moist, protected locations. Stands of chaparral dominate the upper, sandstone ridges up to the top of Mt. Tamalpais. The intensive residential development blends in with the existing vegetation; however, some major site disruption has left cut-and-fill scars in conspicuous locations. Significant features include the redwoods which dominate the canyon floor and protect slopes, such as Miller Grove located at the lower end of the canyon. The redwoods occupying narrow drainages create important buffer zones between housing, avoiding cumulative damage to the watershed which could occur where building has been permitted directly in drainages. The mixed redwood and broadleaf stands in Blithedale Park and at the upper end of Arroyo Corte Madera extend into the MMWD lands. The upper Arroyo Corte Madera area forms the beginning of a vegetative continuum which includes broadleaf evergreen and chaparral, and the woodlands, with significant specimens of coast live oak, form visually significant elements on the ridges of Bolsa Canyon. The Old Mountain Railroad Grade fire road, part of an important mixed habitat area adjoining the Ralston White Retreat, is heavily used by walkers and horseback riders.

CASCADE CANYON. Forming the largest sub-watershed within the intensive study area, the greater portion of the canyon and its upper slopes relates to

Mt. Tamalpais with a sense of remoteness and rugged surroundings. Roads in this area are narrow, subject to slippage, and building sites are steep and wooded, with weather conditions tending to be more severe than in other parts of the City. In certain areas, the natural landscape has been altered by extensive planting of exotics, and native plant communities are no longer recognizable. Extensive natural areas do remain in the canyon, with the indication that the steep upper slopes and heavy run-off in the area require maximum protection of the remaining natural watershed. Significant features include the redwood trees which dominate the canyon floor, the northeast-facing slopes and ravines, as well as ravines extending up the flank of Mt. Tamalpais. Several groves are officially recognized as parks including Old Mill, Kathleen Norris, and Cascade Parks. Redwoods dominate major drainages, often occurring in dense stands of small trees. Cascade Creek is a permanent stream, with tributaries which have formed significant stream beds, important not only in an aesthetic sense, but also in terms of the maintenance of Arroyo Corte Madera in lower Mill Valley. Cascade Park, Three Wells, Earnscliffe Canyon, and Old Mill Park form protected public-access sites where streamside vegetation may be enjoyed, though fences block views of creeks in certain areas. The Cascade Dam area offers limited opportunities for recreation use, because of parking restrictions. The major undeveloped lands facing north and northeast of the canyon contain mixed redwood and broadleaf evergreen forests, including the prominent topographic feature called Sugarloaf. Trails throughout the area provide access to Mt. Tamalpais and to upper roads in the canyon. The Dipsea Trail forms a pedestrian connection between downtown Mill Valley and the Edgewood, Panoramic, and upper Homestead Valley neighborhoods. The network of trails is important to pedestrian traffic. Chaparral dominates the exposed upper slopes of Summit Ridge, forming a continuous vegetation type, extending up the side of the mountain. Watershed conservation requires a minimal disturbance of vegetation on steep slopes, especially where the plant and soil mantle is thin. Problems identified in the area include a serious violation of watershed conservation in upper drainages where houses have been or are being built, including sites principally on the Panoramic side of the canyon. Erosion and destruction of vegetation has occurred on poorly maintained trails. Fire hazards exist in areas containing or adjoining heavy chaparral, with the further constraint of narrow winding roads. If dry weather and fuel conditions coincide, a serious fire could result. The existence of scattered residential structures and platted but undeveloped parcels, which often fail to recognize natural features, compound these problems and make this solution difficult.

HOMESTEAD VALLEY AND PANORAMIC RIDGE. Homestead Valley is enclosed by a greenbelt of wooded slopes, with the broad expanse and clean ridgeline of the Diaz Ranch and adjoining grass and coastal scrub land. The valley forms a neighborhood which is defined by the topographic boundaries, forming a band of open space around a large portion of the community. The Panoramic Ridge extends south of Cascade Canyon with a mountainous character

similar to Cascade Canyon. The Ridgeline has been heavily planted with evergreens, offering privacy to the residences in the area. Extensive development at the head of Homestead Valley during the past ten years has radically altered runoff patterns, damaging vegetation cover. Significant features include Stolte Grove at the junction of LaVerne and Montford Avenues and redwoods which extend up the ravine above Rydal and Melrose Avenues. Three Groves, which adjoin the two stands, consist of two acres of cultivated garden, developed in a setting of native trees and streams. This area has been purchased as open space, and will be utilized by Homestead School children for natural science education. Reed Creek draining Homestead Valley is a seasonal creek, with springs which maintain a small underground flow. During the winter, flows are heavy, with stream bed cuts deep into the alluvium along the valley floor. Pastures on the south-facing slope of the valley lend a local pastoral quality to the area, with evidence of severe erosion where animal use is concentrated. Large areas of the ridge contain diverse vegetation, which will be held in open space as part of the Golden Gate National Recreation Area. Traversing the area, trails provide for both horseback riding and hiking.

The ridgeline from Four Corners to the end of Greenhill Road is presently free from any disruption, although construction has occurred at both ends. An animal crossing has been designated northeast of Four Corners, at a point that appears to be selected by deer, skunks, and perhaps fox. A major consideration throughout this area is watershed conservation with acceleration of runoff caused by development, which contributes to flood conditions. Vegetation, although not aesthetically significant, plays an important role in soil stabilization of hillside swales which mark drainages and springs.

Problems which have been identified include the invasion of broom into grasslands along Panoramic Ridge, and the introduced plants which violate the integrity of native plant communities. Problems identified include the Miller Avenue slide within the County jurisdiction, which is unattractive with a lack of adequate revegetation. Extensive broom encroachment has occurred on the south and west slopes of Almonte. The ungrazed grassland is very susceptible to rapid fire spread, and small local fires are a common occurrence.

ALMONTE. Comprising the eastern end of the ridge which separates Tamalpais Valley from Homestead Valley, the Almonte area is residential in character, with a natural stand of redwoods extending up a ravine above Almonte Avenue. Significant features include a prominent stand of cypress trees on the knoll above Miller Avenue, forming a significant visual element at this entrance to Mill Valley. The hill top forms a significant ridge top. A small seasonal marsh is located at the end of the Tam High playing field, which continues to support salt marsh plants such as pickleweed and salt grass.

EAST MILL VALLEY BAYFRONT. This area forms a flat expanse along the edge of the Bay, which contrasts with the urbanization along the Highway 101 corridor and offers the only remaining waterfront which still has the potential of being incorporated as a major visual, recreational, and biotic element into a city general plan. The open water areas are the dominant element despite dredging and filling which has altered the original shoreline. Channelization of Arroyo Corte Madera and Coyote Creeks has replaced the original meanders of these creeks. Broad mud flats which extend out into the open water become exposed at low tides and are used by shorebirds as a food source. Where flat lands have been diked, they are subject to flooding and occasional extreme high tide inflow; where they have been totally filled, they are irretrievably established as terrestrial lands. Enchanted Knolls contrasts with the flat lands. The entire waterfront area contains significant resources for migrating water fowl and shorebirds which continue to use the protected coves for shelter and food. Significant features include the rich biological resource for bay fish, water fowl, and shorebirds. Water quality is impaired by the outfall from the Mill Valley Sewage Treatment Plant. There are several marshes of importance including the "Hi-Ho" marsh, adjoining Shelter Bay apartments, PG&E marsh, and the shoreline or Almonte marsh. This latter contains cord grass along with an uncommon annual, pickleweed. The habitat value of these marshes is high for shorebirds and water fowl, but the value as fish spawning and nursery grounds appears to be reduced by poor water quality. Small marshes adjoin Arroyo Corte Madera, and can be found in back of the City corporation yard. They are valuable as areas of visual attractiveness, limited bird-resting, and botanically interesting species. The Middle School marsh has limited viability, although the frequent presence of egrets makes it a valuable area. There is a marsh potential in the diked and partially filled lands opposite the Tam High track as well as the small marsh which remains in the old meander of Coyote Creek. An important spatial element in east Mill Valley is formed by the semi-barren filled lands on both sides of the small craft harbor. Problems identified include tidal flushing in the marshlands, where obstruction of flow results in a distorted tidal regimen. Unsightly and illegal land fill has taken place in several areas, creating a public eyesore.

CENTRAL MILL VALLEY. Comprising the central portion of the study area, Central Mill Valley is intensively developed, and what vegetation exists is composed of street planting, with pockets of native vegetation around the perimeter of the central area. The tree-lined ravine above Boyle Park, the wooded knoll west of the park, the oak woodland above Buena Vista Avenue and the redwood slopes above the Mill Valley Lumber Company on Miller Avenue form natural elements within the urbanized portions of the town. Significant features include the Arroyo Corte Madera, which links Lytton Square and marshlands. The area is accessible to the public in few areas. There are several stands of native trees in the central area, including the redwoods on Miller Avenue, and stream-side trees on Lytton Square at Sunnyside, and behind the Outdoor Art Club on Throckmorton.

SPECIFIC POLICIES

The Specific Policies of the Open Space and Conservation Element deal with objectives derived from the goal framework related to the following concerns: 1) that the community be demarcated from adjacent areas by permanent open space; 2) that areas of high natural resource value be protected; 3) that development be prohibited or restricted where natural conditions present serious threats to life or destruction of homes, business establishments, and public facilities; 4) that hill forms, vegetation, watercourses, marshlands, and the Bay, which contribute significantly to the community's image and attractiveness, be retained; and 5) that public access to and use of the area's major open space and scenic resources be ensured.

Recommended open space lands are all those listed below and shown in Figures 0-1, 0-2, 0-3, 0-4 and 0-5, including the Northridge open space boundaries as adopted on January 29, 1973.

BLITHEDALE RIDGE AND WARNER CANYON

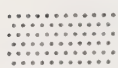


This area should be publicly acquired and retained in permanent open space. Comprising an area of approximately 400 acres, this area forms the most visually prominent portion of the North Ridge Area and contains, in Warner Canyon areas, with especially high natural habitat value. Twenty-two acres of this area are presently being held on a short-term basis by the Nature Conservancy. The City of Mill Valley has a lease and an option to purchase the property. These lands contribute to the visual dominance of the natural setting and to the containment of and separation of the community from adjoining urbanized areas; they also have a high recreation value. A major portion of the area has slopes in excess of 30 percent, with only about 27 acres of relatively flatter land which is located along the ridgeline. Massive landsliding has been recorded along the steep slopes and the prevalence of erodable soils would present a threat to watershed stability if development were permitted. Development potential is extremely limited, with the only reasonable buildable areas located on the natural ridgeline. Access to areas with slopes less than 30 percent would require a long road along the ridgeline which would create serious service and maintenance problems for the City.

EAST CORTE MADERA RIDGE

The majority of this area has already been publicly acquired. However, additions to the publicly owned lands are proposed in the vicinity of Del Casa Drive and to the east of Marlin Drive and along Manor Drive as shown in Figure 0-3 to provide a connection to proposed open space lands on Kite Hill. It is recommended that these remaining lands be purchased.



Figure 03
KITE HILL AND EAST CORTE MADERA RIDGE

-  Recommended Open Space Lands
(Limited Development Permissible)
-  Parcels in Common Ownership
-  Existing Parks and Open Space Lands

KITE HILL

A combination of open space values and development constraints suggests that the major portion of Kite Hill remain in permanent open space. The assessment of geophysical conditions indicates that major geologic constraints are present. Moreover, Kite Hill serves as a physical and visual link to the North Ridge area. From the East Blithedale entrance to the City, the grassy slopes of the east face of the hill are the dominant visual element. From Kite Hill, direct trail connections to the fire trail road and equestrian trails of North Ridge are possible.

Of the 66 acres which constitute the site, approximately 21 acres have been identified as lacking geological constraints; however, a portion of these 21 acres are highly visible, and, if constructed on, would constitute a major change in the visual character of the area. It is proposed, therefore, that a combination of public acquisition and regulation be employed. The allowable density should be established based upon the proposed land capacity ordinance. Permitted development should be required to be clustered in the area near Alta Vista and Altamont Streets, in order to avoid construction of roads up the face of the hill. If the number of units which can be accommodated in the designated clustered housing area is less than that permitted by the land capacity ordinance, it would be necessary for the City to compensate the property owners for the difference in value.

ALTO HILL

A majority of this 146-acre area is underlain by relatively poor geologic conditions, with extensive old landslide deposits. The site also has high open space value due to its high visibility and the visual demarcation it provides for this edge of the City. (This value was recognized in the North Ridge Plan which called for retention of the area above the 200-foot contour in open space.) Analysis undertaken as a part of the General Plan program indicates that approximately 15 acres within the site do not conflict with public safety or natural resource conservation policies of the Plan, another eight acres which is considered safe for construction but is visually prominent, and an additional 15 acres that are relatively free of hazards, but require access through areas of high open space value or other highly constraining conditions. The site also contains five Indian shell mounds which are of historic value.

The major portion of the site should be preserved in open space due to severe topographical and geologic constraints and proximity to the extensive lands of the Marin Municipal Water District. However, clustered developments on less constricted land in the vicinity of the Scott Valley Swim and Tennis Club, as well as along Lomita Drive, may be permissible if access problems are resolved. Allowable density should be determined through application of the proposed land capacity ordinance.

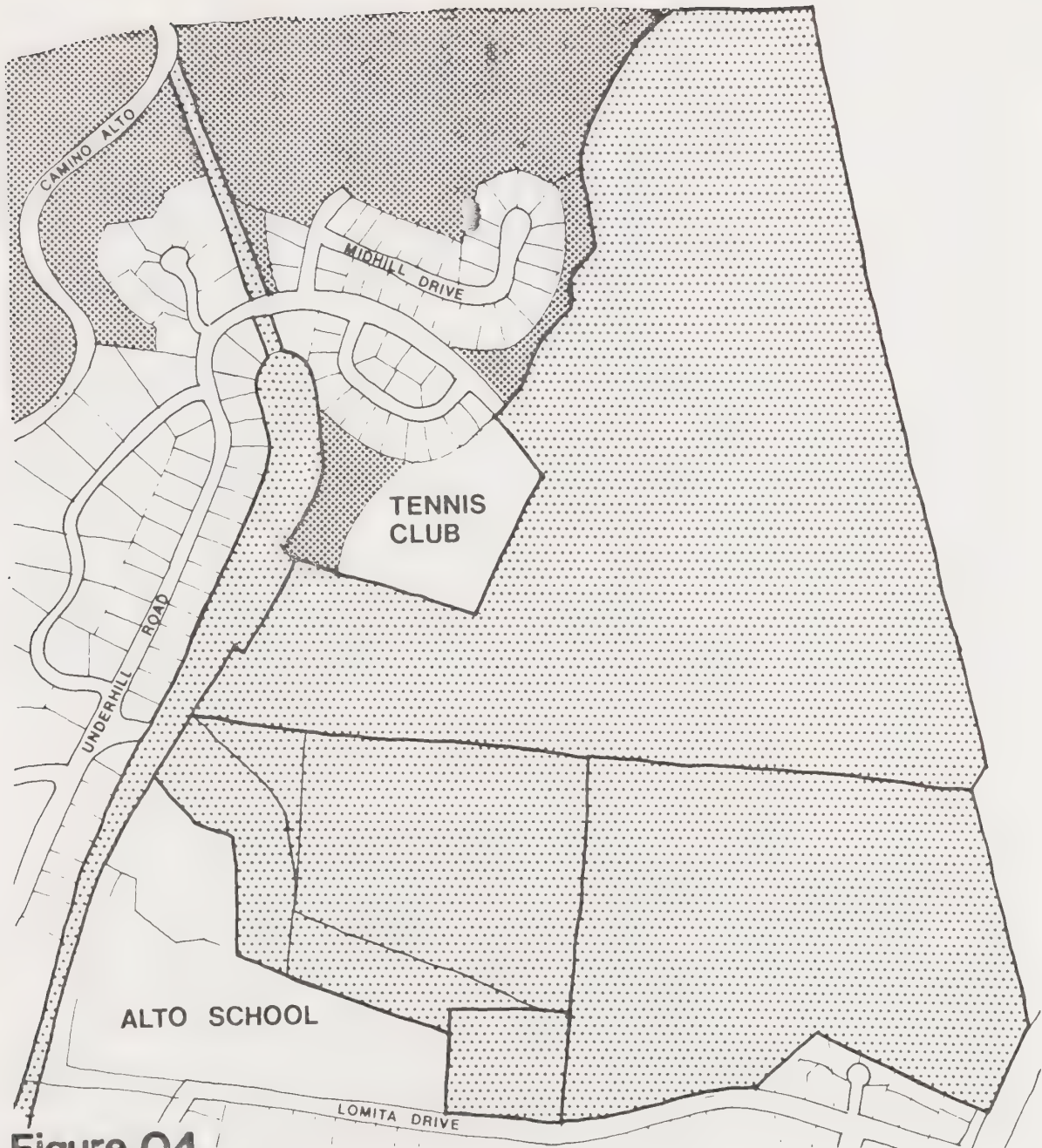





Figure 04
ALTO HILL

-  **Recommended Open Space Lands**
(Limited Development Permissible)
-  **Parcels in Common Ownership**
-  **Existing Park and Open Space Lands**

RALSTON WHITE ESTATE

The open space value of this 40-acre site results from a combination of the mixed habitat of chaparral, redwoods, live oaks, bays, and madrones as well as from the historic and design values of the estate grounds and the Willis Polk-designed residence. The property is presently zoned O-A, Open Space District, based on a perpetuity trust held by the United Church of Christ from the Ralston White Estate. This trust limits use of the property to educational purposes, and the estate must remain as it is with no new development allowed on the property. Both the open space and historic values of this site should continue to be protected.

FERN CANYON AREA

The natural beauty and tranquility of Fern Canyon should be preserved. The relationship of this area to the adjacent Marin Municipal Water District lands and to the open space lands on the North Ridge (as designated by the County of Marin in its General Plan), constitute a visual and physical value for the City of Mill Valley and the Mount Tamalpais recreational and watershed lands.

Further development in this area should be restricted or prohibited due to hazardous conditions which exist throughout most of the area, and environmental degradation problems. The majority of the area has steep slopes in excess of 50 percent (and certain portions reach 90 percent), which when combined with chaparral vegetation and prevailing soils, create serious fire hazards as well as erosion problems. The potential access is very poor. Portions of the area have landslides, and the risk of access being cut off for extended periods by landsliding, compounds the fire hazards to public safety.

It is recommended that portions of this area be acquired by public acquisition. Certain sites might be feasible to develop under a low density -- provided they have reasonable access to existing roads. The proposed land capacity ordinance should be used as the basis of determining allowable density. Provision should be made for preservation of the extension of Myrtle Avenue right-of-way as a hiking trail.

CASCADE CANYON AREA

Within the Cascade Canyon area, a 57-acre site on the east face of the Canyon is proposed for retention in open space use. This area serves as an open space link between Mill Valley and Mt. Tamalpais State Park and the Golden Gate National Recreation Area, a role which is reinforced by the popular Zig Zag and Tenderfoot Trails passing through the site. Additionally, the steep topography (over 60 percent of the site has slopes in excess of 50 percent and a major portion of the remaining

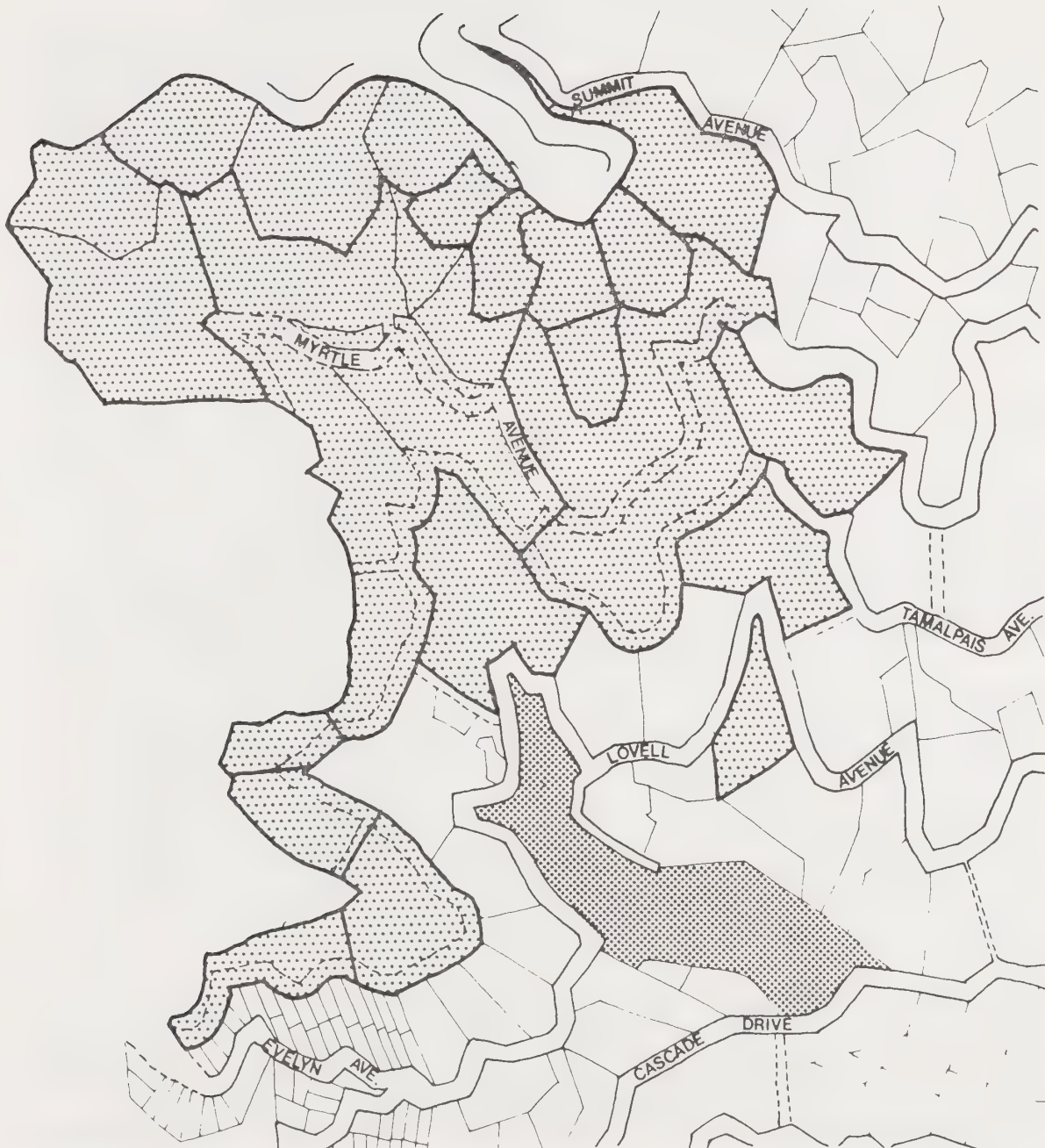





Figure O5
FERN CANYON AREA

-  **Recommended Open Space Lands**
(Limited Development Permissible)
-  **Parcels in Common Ownership**
-  **Existing Park and Open Space Lands**

land has slopes over 30 percent) combined with sandstone and shale base and heavy rainfall, points to the need to provide maximum protection of the remaining natural watershed. Two parcels near the trailhead to the Tenderfoot Trail and immediately above Cascade Drive have already been approved for development. It is recommended that the entire area be publicly purchased, including these two parcels to protect both the natural resources and recreational experiences of the area. However, limited development on the upper area served by road access from Panoramic Highway may be considered if adverse impacts on the watershed can be avoided and trail use and the experiences related to these trails preserved.

On the Open Space Policy Map, Figure O6, a contiguous 70-acre area is also shown for preservation as permanent open space. This area lies within the County's jurisdiction and has been proposed for low density residential development at 1.8 acres in the Tamalpais Planning Area Community Plan.

MARSHLANDS

The marshlands of Upper Richardson Bay constitute some of the most significant biotic resources of the area and also serve as a major visual, recreational, and educational resource. The following marsh areas recommended for preservation are discussed below.

KSW PROPERTY. This area comprises approximately 55 acres and is divided by the railroad right-of-way. Northeast of the railroad tracks, there are 29 acres of diked land. Marsh vegetation occurs along the perimeter with the central portion consisting of mud flats. This area presently serves as a ponding basin during the winter months. To the southwest of the railroad tracks there are approximately 26 acres of which 21 are subject to tidal action. Access to all parts of the site are difficult due to a combination of steep road embankment and the railroad right-of-way. The entire area should be acquired and preserved as a natural habitat area. Consideration should be given to restoration of the mud-flat area to marshlands.

PG&E LANDS. The PG&E-owned parcel in the northern portion of the Bayfront contains viable marshlands. Its facilities occupy a hilly upland portion with the balance of the site in marshland subject to tidal action. An additional private holding of 3.6 acres adjoins the Sycamore Avenue Extension right-of-way. Due to the high natural habitat value of this area, all undeveloped portions are recommended for retention in a natural state.

CITY-OWNED MARSHLANDS. Immediately to the south of the City corporation yard and adjacent site A as shown in Figure H-3, are 12.5 acres of City-owned marshlands subject to tidal action. This marsh contributes to the botanical and visual interest of the Bayfront and also functions as a limited bird-resting area.

It should continue in its present natural state and be protected from intrusion by fill and sedimentation from construction in the tributary drainage area.

HI-HO MARSH. A small, but viable, marsh adjoins the Hi-Ho Motel along the freeway frontage road. Although recently damaged by erosion resulting from the widening of Sycamore Avenue, this marsh area should be preserved.

OTHER MARSHLANDS. In addition to the above sites, there remain other small, scattered marshes which should be retained. These include the marsh on the Middle School site, the seasonal marsh which adjoins the Tam High track, the fringe of marsh vegetation which has become established along the Bay's edge, and on whatever parcels it occurs.

MUDFLATS AND OPEN WATER AREAS

All existing mudflats and open water areas of Upper Richardson Bay shall be protected. Together, they constitute a rich biological resource for Bay fish, water fowl, and shorebirds. At present, the viability of these areas is seriously impaired by the outfall from the Mill Valley Sewage Treatment Plant, a problem which is compounded by inadequate flushing of the upper Bay by fresh water during most of the year. This condition should be eliminated by appropriate means.

CITY BAYFRONT LANDS. The City Bayfront lands consist of two major sites. The first is a 12-acre site along the west side of upper Richardson Bay, most of which is filled land with little natural habitat value. The area is bordered by a fringe of marshland. Excellent views of Richardson Bay, adjoining marshes, and Mt. Tamalpais are provided throughout the site. This area should be developed as a public park to take advantage of these scenic values. Its location along a major inter-city pedestrian and bike route further reinforces the recreational potential. Recreation uses should be confined to those which maintain the present openness of the site. Large turf areas suitable for volleyball, softball, kite flying, football, and frisbee tossing are recommended along with provision of shoreline picnic facilities. Landscaping should retain extensive open areas, and maintain long, distant views.

Shoreline use should be designed to protect the marsh edge. Parking should be restricted to the north end or eventually be located on a portion of the present City corporation yard site, in order to maintain a pedestrian-dominated setting. Additionally, parking should be limited to encourage access by foot, bicycle, or public transit.

The second area consists of the filled lands at the base of Shelter Ridge plus the bluff protruding out into Richardson Bay. The majority of this site is owned by the City of Mill Valley, with the balance consisting of the bluff area, which is

Marin Municipal Water District
Watershed Lands

Ralston
White
Estate

Fern
Canyon

Blithedale Ridge
& Warner Canyon

Cascade Canyon

Cascade
Creek

Arroyo Corte Madera

Golden Gate National Recreation Area

Muir

Woods
Road

SHORELINE

HWY

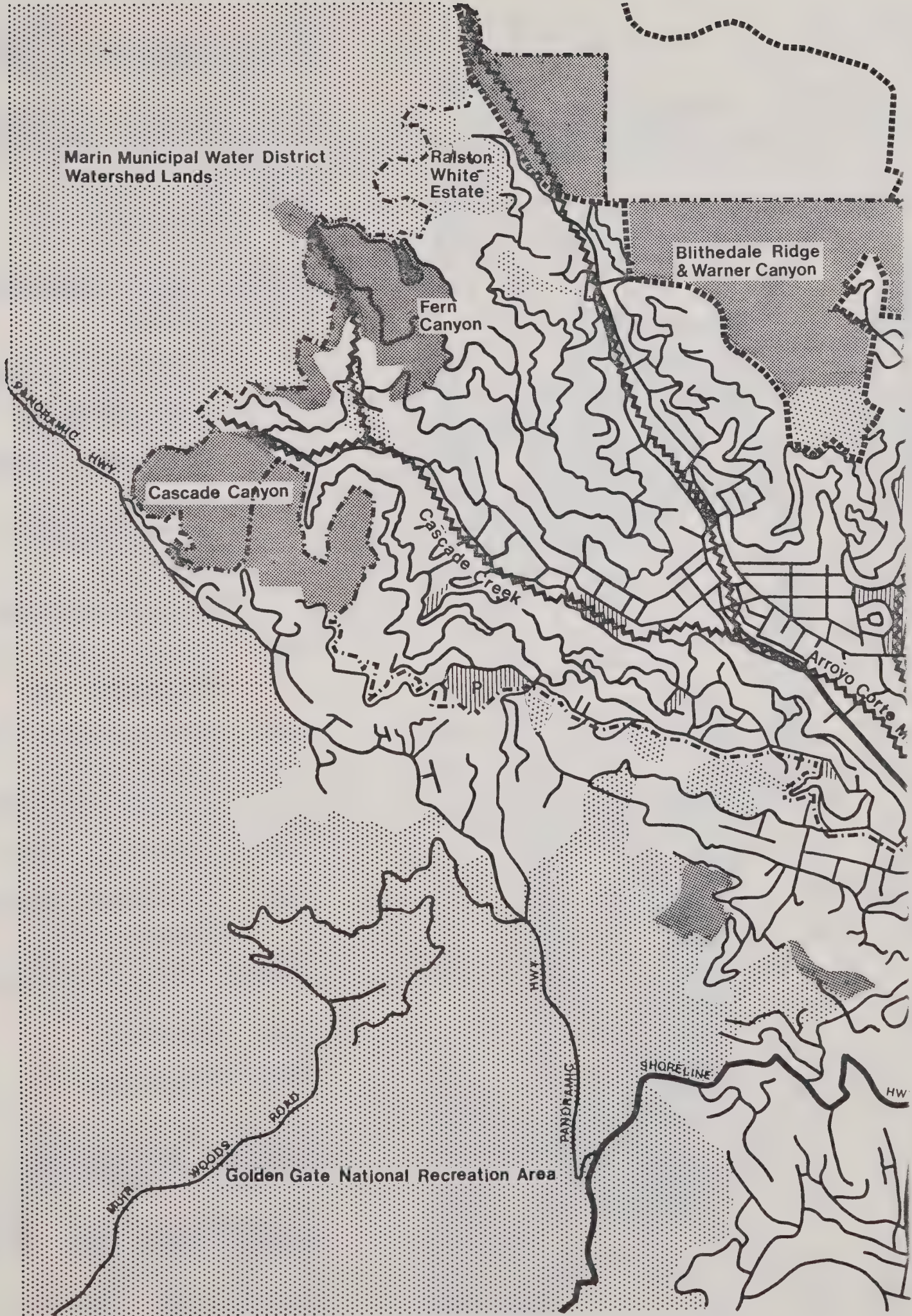



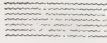





Figure 06 OPEN SPACE POLICY

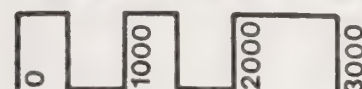
PERMANENT NATURAL OPEN SPACE

-  Existing (Public Ownership or Trust)
-  Proposed Acquisition
-  Primary Use of Regulatory Method Recommended
-  Water Areas to be Retained
-  North Ridge Open Space Plan- Approximate Boundary
-  Creek Corridor
-  Clustered Housing Permissible

PARKS AND PLAYFIELDS

-  Existing
-  Proposed

Mill Valley General Plan



in private ownership. The north portion of the site has already been improved with playground and playfield facilities.

Full development of the entire area for park and recreational purposes is recommended. This area is suited for large turf play areas, which are generally lacking in the City. Access to the bay is possible for water-related activities. The value of these open space lands should not be pre-empted by parking.

LYTTON SQUARE AREA

A major factor establishing the scale and character of Lytton Square is the containment provided by large trees along the approach to the Square and around its edges. In order to protect this distinctive setting, acquisition of the Black and O'Shaughnessy properties is recommended. The existing trees on these two sites and the open creek on the O'Shaughnessy site should be preserved. Use of the eastern portion of the O'Shaughnessy property for development related to Lytton Square is appropriate and would strengthen the visual containment of the Square. In addition, major trees within and adjoining the island between the lanes of Miller Avenue should be protected and development limited so as not to destroy the visual dominance established by the trees.

CREEK PRESERVATION

Further development within 30 feet of either bank of the Arroyo Corte Madera, Warner, Salt, Ryan, Reed, and Cascade Creeks and their tributaries shall be discouraged. Major riparian vegetation in and adjoining this zone shall be preserved and easements provided to facilitate access for purposes of stream maintenance and public enjoyment. For purposes of administering this policy, the 30-foot setback shall be considered as the horizontal distance from the normal high waterline.

Road construction or improvements shall be done in a manner which avoids or minimizes disruption of natural conditions. All roads, driveways, or paths crossing creeks shall be constructed as bridges, rather than culverts, to avoid constriction of water flow, disruption of the creek embankment, and damage to the visual appearance of the creek area.

OPEN SPACE MANAGEMENT

Public acquisition of open space areas or prevention of development does not guarantee conservation of the open space values associated with these lands. Such public actions need to be backed up with sound open space management programs for

both public and private lands. The following policies are recommended as guidelines for an ongoing management effort:

1. In open space areas where native vegetation still dominates, introduction of non-native plant materials should be prohibited.
2. The succession of grasslands to scrub and broom should be prevented.
3. Where a build-up of fuel has resulted from long-term suppression of nature-created fires, the City should implement mitigation measures for fire suppression.
4. Development should be regulated to ensure that related construction neither results in erosion and subsequent sedimentation damaging to natural resource areas nor significant changes in groundwater conditions and downstream flood conditions.
5. To the extent possible, lands to remain in permanent open space should be contiguous and management performed by a single agency.
6. In the case of small City-owned sites in both residential and commercial areas, it may be appropriate to provide, in addition to maintenance, landscape enhancement consistent with the nearby properties. Opportunities for cooperation between the City and neighborhood or business groups should be explored.

IMPLEMENTATION

Attainment of the open space and conservation aims outlined in this section of the Plan depend upon combined use of public acquisition and development regulations. Suggested methods are briefly outlined below. It should be noted that the concern for natural resources conservation entails ensuring both that critical sites remain as permanent open space and that development practices on land where development is permitted are consistent with sound natural conservation policies.

LAND ACQUISITION

Land may be acquired directly by public purchase or secured indirectly by dedication, either as an outright gift or as part of an approved subdivision or planned unit development plan which designates portions of the site as open space preserves. Potential sources of funding for public acquisition which should be explored by Mill Valley are listed below. If an application is made to the City for private development of land which this general plan designates for acquisition and it appears that the City does not have the means or resolves not to accomplish such acquisition, the City shall proceed to consider the application on its merits.

GENERAL FUNDS. The City could appropriate monies from its general fund, via the annual Capital Improvement Program. This source may be suitable for small acquisition, but is generally considered inadequate when measured against the major cost of the proposed open space program. Moreover, dependence upon these funds necessitates an incremental acquisition approach which has two serious shortcomings. First, there is the danger that the desired site will no longer be available and second, even if it is available, there is the risk that the purchase price will have sharply increased during the interim.

GENERAL OBLIGATION BONDS. General obligation bonds could be a primary means of securing open space for City purposes and are preferable to the use of general funds, since they permit immediate acquisition and allocate the cost to present and future beneficiaries. The main disadvantage of general obligation bond financing is the requirements for two-thirds voter approval. Although in recent years several bond proposals for open space and conservation have been highly successful, the time required to pass such a proposal, as well as the uncertainty of passage, can result in problems similar to those incurred when using general funds. Specifically, these include the inability to prevent development of the desired site prior to purchase and acquisition cost increases due to appreciation in land values.

TAX INCREMENT FINANCING. A most practical approach to financing open space acquisition of Bayfront lands is through use of tax increment financing. This alternative is available under provisions of the State Community Redevelopment Law, and can be employed in an area which qualifies as blighted under those provisions and which has been designated as a redevelopment project area by the City Council. The Bayfront clearly qualifies as blighted under the Law's definitions which include consideration of adverse soils conditions, flooding, and land plat problems. Moreover, the Law was recently amended to authorize its use to insure preservation of shoreline habitat areas and provision of public access to the shoreline.

The Community Redevelopment Law permits the Redevelopment Agency to retain all increases in tax revenue produced after declaring an area a redevelopment project. These tax revenues may then be applied to financing land acquisitions for public purchases, construction of public facilities such as roads, parks, and sewers, and for administrative, legal, planning, and engineering costs related to the project. A redevelopment plan must be prepared and adopted before the tax increment funds can be applied to project area improvements. Since there are several major developments planned for construction in the Bayfront area, potential tax revenues are high.

COUNTY FUNDS. Measure A, passed in 1972, established a 10 cent per \$100 assessed valuation property tax to be made available to the Marin County Regional Park and Open Space District. Funds are allocated for open space purchases throughout the County on the basis of priority. Portions of North Ridge have been purchased with these monies and contributions by the local community. A list of criteria to

determine the priority for funds developed by the district includes such factors as the preservation of ridge tops, areas under development pressure, the degree of an area's visual or ecological importance, and the availability of local contributions. The recommendations for acquisition of Blithedale Ridge and Warner Canyon are consistent with the North Ridge Plan prepared by the County, which sets forth the intent for open space acquisition. This source of funding should be used for acquisition in these areas whenever possible.

CALIFORNIA BAGLEY CONSERVATION FUND. This fund is to be used for beach, park and land acquisition programs, including wildlife areas, and coastline planning and development of recreational facilities, which are of a one-time, nonrecurring nature. A total of \$40,000,000 has been authorized under the bill to be expended in three fiscal years following Fiscal Year 1973. Of this \$40 million, almost half has been earmarked already.

STATE FISH AND GAME DEPARTMENT NATURAL HABITAT AND ECOLOGICAL PRESERVE MANAGEMENT PROGRAM. Natural habitat areas that do not meet requirements of national significance to qualify for Federal acquisition and/or management may be acquired by the State Department of Fish and Game and managed by them. Where necessary, the State Department of Fish and Game also may contract with the Federal Bureau of Sport Fisheries and Wildlife to have the latter manage the natural habitat area. Funds for these activities come from the operating budget of the State Department of Fish and Game and other applicable Federal grants-in-aid, such as the Land and Water Conservation Fund. Funding from this source could be utilized for preservation and management of the marshlands.

CALIFORNIA PARK AND RECREATION BONDS. The State Beach, Park, Recreational, and Historical Facilities Bond Act of 1974, authorized issuance of \$250 million in bonds to acquire and establish beaches, parks, recreational facilities and historical resources. This funding resource could be utilized to implement certain of the open space recommendations of the Plan, specifically the Bayfront and ridge open spaces.

FEDERAL LAND AND WATER CONSERVATION FUND. This fund is administered by the Bureau of Outdoor Recreation of the U. S. Department of the Interior, through the California Department of Parks and Recreation. Assistance is provided for acquisition and development projects approved by the state. Eligible development projects may include such varying projects as bicycle paths, hiking roadside picnic stops and marinas. Priority is given to projects serving urban populations for basic facilities, and for projects for which other Federal financing is not available. Grants are made on a 50-50 matching basis, with the federal share based on allowable project costs. The projects so financed must be permanently dedicated to public outdoor recreation use, and the agency applying for the funds must assume responsibility for continuing operation and maintenance. About 40% of the appropriated funds under this program

are retained by the Federal government for use by such Federal agencies as the National Park Service, the Bureau of Outdoor Recreation, the Bureau of Sport Fisheries and Wildlife, and the U. S. Forest Service. Acquisition and development of the railroad right-of-way for a linear park and bicycle trail system may be applicable to this program.

FEDERAL WILDLIFE RESTORATION PROGRAM (PITTMAN-ROBERTSON PROGRAM). This program, administered by the Bureau of Sport Fisheries and Wildlife, provides for assistance on a 50-50 matching basis to the State Fish and Game Department for restoring or managing wildlife populations and for preservation and improvement of hunting and related uses. In recent years, application of this fund to preservation of wildlife not related to hunting species has been successful. This program might be utilized in the Bayfront areas.

FEDERAL MARINE PROTECTION, RESEARCH AND SANCTUARIES ACT OF 1972. The Marine Protection, Research and Sanctuaries Act of 1972 (commonly known as the Ocean Dumping Act) authorized the expenditure of \$10 million for the acquisition of marine sanctuaries through fiscal year 1976. A new bill in Congress would authorize \$6.25 million for the remainder of calendar year 1976. However, the U. S. Department of Commerce's National Oceanic and Atmospheric Administration (NOAA), which has implementation responsibility for the act, has never requested any of the authorized funds, and there has been no appropriation for acquisition of sanctuaries. The Marine Sanctuaries Coordinator at NOAA indicates that the administration may request funding for acquisition in fiscal year 1978, but it should be noted that its jurisdiction under the act extends only up to where the "water ebbs and flows" (approximately the high-tide line) and most of these lands are already state or federally owned. Nevertheless, it appears that the salt marshes in Mill Valley would come under NOAA's jurisdiction and could be eligible for acquisition funding.

REGULATORY METHODS

Regulatory methods can be applied in two ways: 1) to prohibit development on that portion of a site which has hazardous conditions or significant habitat value, and 2) to set conditions on siting and design to prevent effects which would adversely affect natural resource values either on or off the site under development. The chief regulatory methods suggested for application in Mill Valley are as follows.

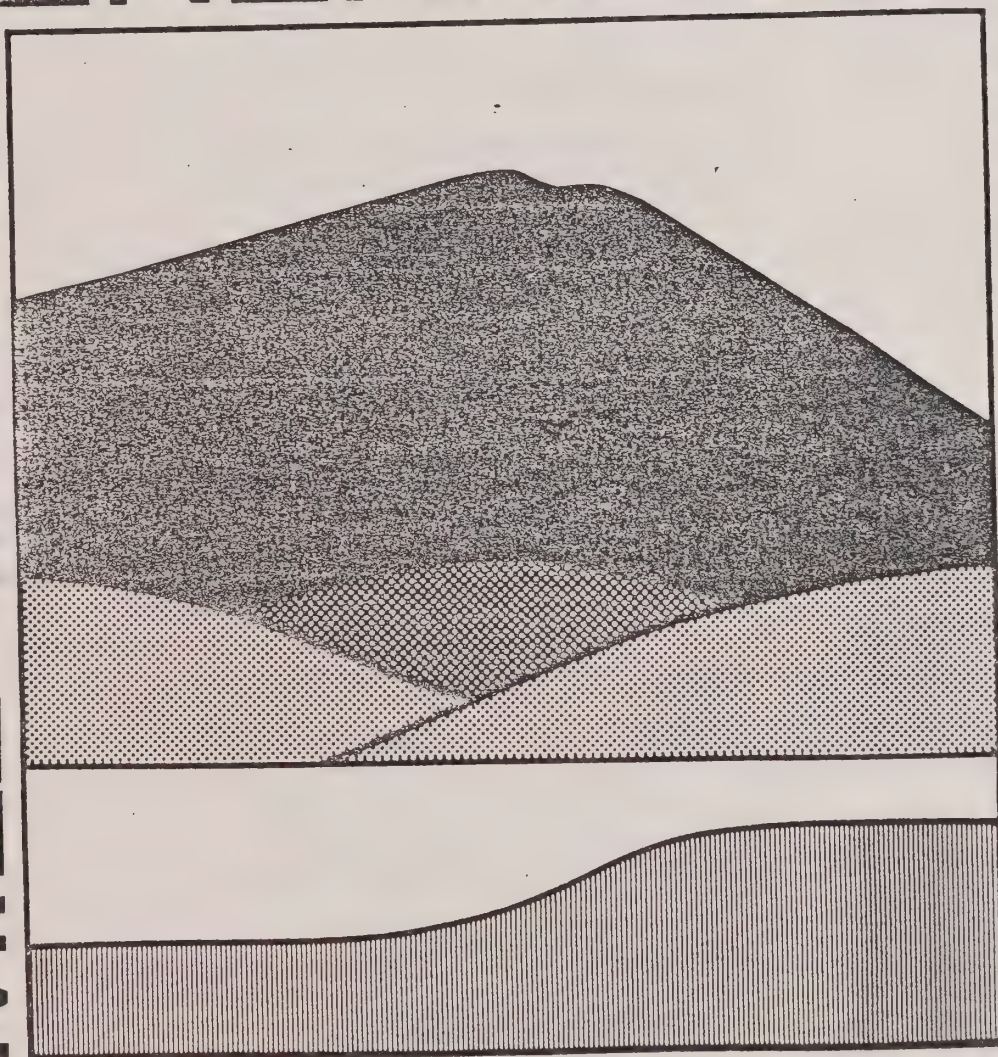
MANDATORY PLANNED DEVELOPMENT. With few exceptions, all vacant sites in Mill Valley which are capable of accommodating more than single family structures have remained vacant because of difficult site conditions. Conventional zoning and subdivision regulations are incapable of dealing with the rather unique conditions found on most of these sites. It is recommended, therefore, that all undeveloped sites, exclusive of single lots already on record, be required to submit development applications

under the City's planned development and planned residential development provisions. This would insure that natural resource values are fully documented and considered during preparation of the site development plan and adequate provisions are made for public review.

LAND CAPACITY ORDINANCE. The land capacity ordinance has already been suggested as a primary means of achieving many of the public safety objectives of the plan. Many of the same provisions designed to prevent danger to life and property also promote the aims of the Open Space and Conservation Element, since hazards and natural resources areas are often coterminous. The land capacity ordinance can also directly deal with many natural resource conservation issues. It is proposed that the land capacity ordinance also include provisions limiting the amount of land alteration for purposes of constructing roads, parking, placement of utilities, or construction of buildings, based upon the erodability of the soils (a factor of both slope and soil type) and ground water recharge functions. Either as a part of this ordinance or as a separate measure, specific performance criteria should be set forth to govern both alteration during and after construction to the normal hydrological processes of the area. The land capacity ordinance could also incorporate provisions restricting development on portions of the site which have either high natural resource value or community-wide visual significance. It should be noted, however, that the legality of the latter two applications has not been as thoroughly tested in the courts as has that of provisions which directly relate to safeguarding life or real property. However, Section 66474 of the California Government Code governing approval of a final or tentative map requires the City to deny such plans if it makes a finding "that the design of the subdivision or the proposed improvements are likely to cause substantial environmental damage or substantially and avoidably injure fish or wildlife or their habitat."

GENERAL PLAN

MILL VALLEY



MILL VALLEY

GENERAL PLAN

1984 HOUSING ELEMENT

1984
HOUSING ELEMENT
CITY OF MILL VALLEY

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TABLE OF CONTENTS

Purpose

1

Existing Conditions

Introduction.....	3
Profile of Marin County and Mill Valley	3
Status of Existing Housing Programs.....	9
General Development Trends.....	9
Inclusionary Housing.....	11
Subsidized Housing Developments.....	12
Rental Assistance Programs.....	13
Condominium Conversion Controls.....	14
Second Units.....	14
Mixed Use Areas.....	15
Support for Infill Development.....	15
Rehabilitation Loan Programs.....	15
Presale Inspections.....	16
Manufactured Housing.....	16
Housing Constraints.....	16
Land Availability.....	16
Cost of Land.....	17
Construction Costs.....	17
Market Constraints.....	18
Government Constraints.....	18
Development Standards.....	19
Costs of Local Permit Process.....	19
Opportunities for Energy Conservation.....	22

Discussion of Existing and Future Housing Needs

Introduction.....	24
Future Growth.....	24
Declining Household Size.....	26
Ability to Pay for Housing.....	26
Rehabilitation Housing Needs.....	29

Female - Head of Households.....	30
Handicapped Housing.....	30
Housing for Large Families.....	31
Elderly Housing.....	31
ABAG Housing Need Determinations.....	32

Mill Valley's Housing Goal, Objectives, Policies and Programs

Introduction.....	34
Housing Goal.....	34
Housing Objectives.....	35
Housing Policies and Programs.....	39
New Housing Construction.....	39
Inclusionary Housing.....	40
Housing Design.....	41
Manufactured Housing.....	42
Government Programs and Other Funding for New Housing Construction.....	42
New Affordable Rental Housing.....	43
Fast-Track Processing.....	43
Condominium Conversion.....	44
Rent Subsidy Programs.....	44
Acquisition of Existing Rental Housing by Non-Profit Sponsors.....	45
Housing Rehabilitation.....	45
Energy Conservation.....	46
Displacement of Residential Units.....	47
Location and Density of Development.....	47
School and Utility Sites.....	48
Areas with Hazards.....	48
Scale and Type of Development.....	49
Project Design.....	49
Traffic Impacts.....	49
Second Units.....	50
Mixed Use Areas.....	50
Housing Discrimination.....	51
1984-1989 Five-Year Action Plan Summary.....	51
Housing Plan Map (Figure 1)	

Appendices

Data Summary and Tables

PURPOSE

PURPOSE

The Housing Element of the General Plan provides a statement of Mill Valley's housing policies. It sets forth a framework to guide decision-making on housing issues and establishes an action program to address and resolve the City's housing problems and needs. The housing objectives and policies described in the 1981 Housing Element remain essentially the same, that is: to preserve the City's character while providing for balanced residential growth, including a greater share of affordable housing. The 1981 Housing Element has been augmented by an expanded program effort which responds to current housing needs.

It is also the intent of this Housing Element revision to identify issues and needs which could be addressed when the City updates its entire General Plan during the next year. Many housing needs can only be addressed on a comprehensive basis in concert with other concerns; infill development or mixed use incentives, for example, should consider land use, traffic, parking, design and other concerns as well. It is expected that when the entire General Plan is updated, this Housing Element will be amended, so that the resulting policy document represents an internally consistent statement about the City's future.

The California Government Code requires each county and city to establish a planning agency which "shall develop and maintain a general plan." Among the mandatory elements which must be included in a general plan is a housing element

"consisting of standards and plans for the improvement of housing and for provision of adequate sites for housing. This element of the plan shall make adequate provision for the housing needs of all economic segments of the community."

Mill Valley's existing Housing Element was adopted in 1981 in conformance with the guidelines established for housing elements by the state legislature then in effect. As of January, 1985, housing elements must conform to the requirements of AB 2853, which lays out three broad content requirements:

- . identification and analysis of existing and projected housing needs and an inventory of resources and constraints relevant to meeting those needs
- . a statement of goals, policies and quantified objectives
- . a discussion of scheduled programs for the preservation, improvement and development of housing

Preparation of the Housing Element involved a number of steps intended to provide an opportunity for the public to participate in defining housing needs and determining the City's policies and programs. Notices for the housing workshop and all public meetings were sent to approximately 80 groups, individuals and agencies. Included were homeowner associations, newspapers, the General Plan Citizens Advisory Committee, local housing advocates, public agencies, the Mill Valley Chamber of Commerce, etc. Publicity also included notices and articles in the Independent Journal and the Mill Valley Record. The intent of this publicity effort has been to involve as many people as possible representing all segments of the community. The following discussion describes the opportunities for the public to participate in developing this Housing Element:

1. Housing Workshop (April 26, 1984): Joint public workshop on housing sponsored by the Mill Valley City Council and Planning Commission. A workbook was prepared for public use at the workshop and a questionnaire was provided for any written comments. The purpose of the workshop was to provide policy direction prior to preparing a Draft Housing Element.
2. Joint City Council/Planning Commission Meetings (May 15 and May 29, 1984): To review the Preliminary Draft Housing Element.
3. Draft Housing Element (Available June 15, 1984): The Draft Housing Element was available for the public and the State Department of Housing and Community Development (HCD) to review.
4. Planning Commission (October 22, 1984 and November 26, 1984): Public Hearing to review and approve the Draft Housing Element.
5. City Council (December 3, 1984): Public Hearing to review and adopt the Housing Element.

INTRODUCTION

The information in this part of the Housing Element provides a review of data, trends and programs. As contrasted to the last section, entitled Mill Valley's Housing Goal, Objectives, Policies and Programs, which presents the City's policy direction, this section deals with the more detailed, technical aspects of defining the community's housing problems. Additional data on housing, population and other City characteristics is contained in the Appendices. Included in this section is a discussion of the following:

PROFILE OF MARIN COUNTY AND MILL VALLEY STATUS OF EXISTING HOUSING PROGRAMS HOUSING CONSTRAINTS OPPORTUNITIES FOR ENERGY CONSERVATION

PROFILE OF MARIN COUNTY AND MILL VALLEY

Mill Valley and Marin County as a whole offer one of the more attractive residential environments in the Bay Area due to the natural beauty, living environment and proximity to San Francisco. Many of the housing problems that exist today, such as low vacancy rates, escalating housing prices and rents, and the overall demand for housing and pressure for growth, are a result of these attractive qualities.

Mill Valley's housing conditions are reflective of many area-wide and even nation-wide trends. These trends will have far-reaching impacts on housing needs in the City. People are living longer, having fewer children and living in smaller households. There are more divorces, more single-parent households (especially those with a single mother) and more single-person households than ever before. Finally, housing costs have skyrocketed out of proportion to many people's ability to pay; interest rates, construction costs and land costs all increase the ultimate price of a unit.

There are limitations to what the City can do about these problems due to the limited availability of developable land. Mill Valley's Planning and Building Department has received proposals for virtually all of the major residentially zoned parcels in the City. Thus, the City may be close to 99 percent of build-out in the next five years. With the exception of some infill and mixed use sites, most other potentially available sites are confined to small, steep residential sites with limitations due to access problems, soil stability, drainage, parking, etc.

The City of Mill Valley is one part of the market area that makes up Marin County as a whole. Existing trends and future conditions countywide will effect housing prices and affordability in Mill Valley. The County has by far the most expensive housing of all Bay Area Counties. In 1980, the median home price in Marin was \$151,000 and the median rent was \$348, which was significantly higher than the Bay Area median home price (\$98,000) and median rent (\$274). In fact, Marin's home prices were 20 percent higher and rents were 10 percent higher than San Mateo County in 1980, which had the second highest home prices and rents in the Bay Area. In 1980, Mill Valley's median home price was \$183,400 and the median rent was \$396.

Between 1970 and 1984, the population in Mill Valley decreased 1.4 percent, from 12,942 to 12,759. During that same period the number of housing units in the City has increased 20 percent, from 4,784 in 1970 to 5,759 in 1984. The average household size has declined from 2.8 persons per household in 1970 to 2.2 persons per household in 1984. Mill Valley's decline in part reflects the high percentage of multiple family units constructed (almost 50 percent) during the past decade and a half and in part indicates a general lifestyle trend towards smaller households. As a proportion of Mill Valley's Planning Area, which includes Homestead Valley, Tamalpais Valley, and Alto, the City comprised about 57 percent of the area's total population in 1980 (12,967 compared to 22,688).

Mill Valley's 1980 population make-up included slightly fewer children and more elderly than the county as a whole. It is interesting to note that in the decade between 1970 and 1980, the number of children 18 years of age and under in the City decreased almost 27 percent, while the number of elderly over 65 years of age increased almost 23 percent. Countywide, the number of children decreased 23 percent and the number of elderly increased 29 percent. The median age in the City increased from 33.1 years of age in 1970 to 35.5 in 1980.

1980 Age Distribution in Mill Valley and Marin County

<u>Population</u>	<u>Mill Valley</u>	<u>Marin County</u>
Under 15	16.3%	17.4%
15-18	6.0%	6.4%
19-34	26.8%	29.0%
35-54	28.7%	27.4%
55-64	9.2%	9.9%
65+	13.0%	9.7%

SOURCE: 1980 U. S. Census

The gap between Mill Valley and Bay Area household incomes widened over the past decade. Median household incomes in Mill Valley in 1980 were 20 percent higher than the Bay Area as a whole and about the same as the county as a whole. Mill Valley's median household income was \$24,770 in 1980, compared to \$24,569 for Marin County and \$20,607 for the Bay Area. About 31 percent of the City's households 1980 would have been considered "low income", earning less than 80 percent of the Bay Area median income. The next table presents the 1980 income distribution for Mill Valley and Marin County households:

1980 Household Income In Mill Valley and Marin County

<u>Household Income</u>	<u>Mill Valley</u>	<u>Marin County</u>
Less than \$ 5,000	6.9%	6.9%
\$ 5,000 - \$ 9,999	9.7%	9.5%
\$10,000 - \$14,999	11.3%	11.6%
\$15,000 - \$24,999	22.5%	22.8%
\$25,000 - \$49,999	31.0%	34.3%
\$50,000 or more	18.5%	14.8%

Mill Valley Median	\$24,778
Marin County Median	\$24,569
Bay Area Median	\$20,607

SOURCE: 1980 U. S. Census

The following chart total shows the breakdown of households by income category in 1980:

Total Mill Valley Households

Very Low - Income (less than 50% of median or \$10,300 per year) 910 Households (15.3%)

Low - Income (50 - 80% of median or \$10,300 to \$16,500) 961 Households (16.2%)

Moderate Income (80 - 120% of median or \$16,500 to \$24,730) 893 Households (15.0%)

Above Moderate (120% or more of median or above \$24,730) 3,167 Households (53.4%)

SOURCE: 1980 U.S. Census

The occupations held by Mill Valley's working residents are consistent with high income households. In 1980, just under 50 percent of employed Mill Valley residents held professional, technical or managerial positions. Countywide, this figure was 40 percent. Conversely, less than 10 percent of the City's employed residents were factory operators, laborers mechanics or repairmen.

There is evidence that housing turnover within the City has been quite high. In the 1970's, an annual average of 11.6 percent of Mill Valley's single family homes, townhouses and condominiums were sold each year, by far the highest turnover rate in Marin. Although many of the same units may have been repeatedly sold over this period, this percentage appears too high to ignore the possibility of significant population shifts out of and into Mill Valley. In recent years, on the other hand, the turnover of rental units has been quite low. The overall trend, however, appears to have been one of rapid turnover. However, on average in 1980, Mill Valley renters and homeowners had lived at their present address longer than the countywide average. The next table summarizes the length of time Mill Valley homeowners and renters had lived in their units as of 1980:

Number of Years in Unit as of 1980

Households Owning Their Homes		
<u>Number</u>		<u>Percent</u>
305	Less than 2 years	8.8
691	2 - 5 years	20.1
690	6 - 10 years	20.2
1,750	11 years or more	50.9
3,436		100%

Households Renting Their Units		
<u>Number</u>		<u>Percent</u>
775	Less than 2 years	37.7
820	2 - 5 years	39.9
308	6 - 10 years	15.0
154	11 years or more	7.4
2,057		100%

SOURCE: 1980 U. S. Census

Mill Valley's ethnic composition is 94.9 percent White, 1.0 percent Black, 2.8 percent Asian and Pacific Islanders, and 1.2 percent other groups according to the 1980 Census. This breakdown is nearly identical with that reported in the 1970 Census, with very small increases in the number of Black and Asian residents, the only notable change.

The number of housing units in Mill Valley has increased from 4,784 in 1970 to 5,759 in 1984. The 1970 to 1984 ratio of multi-family structures to single family structures has shifted slightly toward multi-family. This change is indicative of the construction of multi-unit structures, the conversion of single family units to multi-family uses and, in a very few instances, the razing of single family dwellings to make way for other residential and non-residential uses. However, as shown below, there still is a higher proportion of single family dwellings in Mill Valley compared to the County as a whole.

1970-1984 Mill Valley and Marin County Housing Structure Types

		<u>1970</u>		<u>1984</u>	
		<u>Mill Valley</u>	<u>Marin County</u>	<u>Mill Valley</u>	<u>Marin County</u>
Single-family	81.5%		72.4%	71.0%	67.6%
Multi-family	18.5%		27.6%	29.0%	32.4%

SOURCE: 1970 U. S. Census; State Department of
Finance (1984)

Most of the units built in Mill Valley between 1970 and 1980 were either very large (6 or more rooms) or small (3 or less rooms). Very large units comprised 51 percent of the units added and small units comprised 31 percent of the units added. Mill Valley's median unit size increased from 5.2 to 5.3 rooms per unit between 1970 and 1980. The 1980 County median was 5.2 rooms per unit. Compared to the County in 1980, Mill Valley had a slightly higher proportion of units with two or less bedrooms, as shown below:

1980 Bedrooms Per Unit

<u>Number of Bedrooms</u>	<u>Mill Valley</u>	<u>Marin County</u>
None and 1	20.2%	17.7%
2	32.7%	30.9%
3 or more	47.0%	51.4%

SOURCE: 1980 U. S. Census

Owner-occupants comprise the largest proportion of Mill Valley's residents. In 1980, Mill Valley's owner-occupancy percentage was 63 percent of all occupied units. For the County as a whole it was 60 percent. Between 1970 and 1980, the number of occupied units in Mill Valley increased by 838 units. Over this ten-year period, the number of owner-occupied units increased by 258 and the number of renter-occupied units increased by 580. In total, in 1980, there were 3,435 owner-occupied units and 2,058 renter-occupied units. Almost 20 percent of the occupied single family homes were rented in 1980, compared to 18 percent in 1970. The conversion of apartment units to condominiums has slightly reduced the supply of rental housing. A total of 119 apartment units were converted to condominiums since 1970.

The vacancy rate is an important factor in determining the condition of the housing market. A vacancy rate of 5 percent is generally considered "healthy." Mill Valley has always been a desirable place to live, and has historically had a low vacancy rate. In 1970 the vacancy rate was 2.8 percent. In 1980 it was 2.5 percent, which is also the 1984 vacancy rate for Mill Valley estimated by the State Department of Finance. Estimated 1984 vacancy rates for selected cities are shown below:

1984 Vacancy Rate

<u>City</u>	<u>Percent Vacant</u>
San Rafael	1.34%
Novato	1.54%
Larkspur	1.98%
Tiburon	2.44%
*Mill Valley	2.52%
Sausalito	3.02%
San Anselmo	3.09%
Fairfax	4.70%
County Total	3.32%

SOURCE: State Department of Finance (1984)

When there is a low vacancy rate, housing tends to become overcrowded. However, in Mill Valley in 1980, less than 2 percent of the units were considered overcrowded (more than 1.0 persons per room). About three-fourths of the overcrowded units (there were 69 altogether) were renter-occupied.

Mill Valley is one of the oldest communities in Marin and consequently has a high percentage of older housing. The table below shows the age of the City's housing stock:

1980 Age of Housing Stock in Mill Valley

<u>Years</u>	<u>Number of Units</u>	<u>Percent</u>
Under 10	968	17.2%
10-20	977	17.3%
21-30	1,296	23.0%
31-40	843	15.0%
Over 40	<u>1,552</u>	<u>27.5%</u>
TOTAL	5,636	100%

SOURCE: 1980 U. S. Census

STATUS OF EXISTING PROGRAMS

The purpose of this section is to describe the status of existing development programs which the City of Mill Valley has implemented to provide more lower priced housing. Mill Valley has utilized a large number of techniques to preserve and retain affordable housing, including a strong inclusionary policy and a wide range of subsidized housing production and household assistance programs. The City's record of achievement is one of the best in Marin County. In addition, Mill Valley is the most populous of the communities in southern Marin and has designated a large proportion of its land for residential use. The programs discussed below should be viewed in light of the 1982/1983 housing market and the decreasing availability of state and federal funding.

General Development Trends: Between 1981 and January, 1984 there were 84 building permits issued for residential units. In 1982, there were 30 units given building permits (6 single family and

24 multiple family). In 1983, there were 54 units given building permits (7 single family and 47 multiple family). Due to demolitions and a conversion, the total number of units added to the housing stock since 1981 has been 81. Below is a summary of development trends:

1. Development between 1970 and 1984: A total of 1,017 housing units were added to the housing stock between 1970 and 1984; an average of about 85 units per year. The units added included 228 single family units (22%) and 789 multiple family units (78%). Between 1970 and 1980 there were 258 owner-occupied units added (31%) and 580 renter-occupied units added (69%). In 1970 there were 4,784 units in Mill Valley; 5,653 in 1980; and 5,759 in 1984. Through May, 1984 an additional 18 units have been built.

2. Additional units with at least partial construction or some building permit approval from the City (a total of 139 additional units are expected to be built) include:

Scott Valley Meadows (34 additional single family units)
Eucalyptus Knoll (79 additional multiple family units)
Pickleweed (20 additional multiple family units)
Old Mill Creek (6 multiple family units)

3. Additional units at build-out: Between approximately 450 and 625 additional units could be added to the housing stock, although this estimate could vary significantly depending upon development feasibility. The figures include:

Single family lots (200 additional single family units)
Infill and Mixed Use (40 to 80 multiple family units)
Project H (40 to 60 single family units)
Cal Fong (7 to 62 single family units)
Brabo (26 multiple family units)
Corinthian Villas (66 multiple family units)
Pickleweed (32 multiple family units)
Kite Hill (57 \pm multiple and/or single family units)
Trident (5 to 10 single family units)
Gordon Properties (5 single family)
Securities of America (undetermined)

4. At Total Build-Out: A rough estimate of the total number of housing units at total build-out (given the assumptions above) includes between about 6,370 and 6,550 housing units.

The unincorporated portion of the Mill Valley Planning Area, which includes Homestead Valley, Tamalpais Valley and Alto, comprised about 43 percent of the area's housing units in 1980 (4,236 units). Between January, 1980 and May, 1984 an additional 251 units have been built. There is an estimated 95 acres of developable land remaining in the unincorporated portion of the Planning Area, with an additional development potential of roughly 80 units. Thus, the total development capacity of the unincorporated area is about 4,570 units. When combined with the City's development capacity, the entire Mill Valley Planning Area has a build-out potential of between 10,940 and 11,120 units, or between 1,045 and 1,225 units over the number built in 1980. This is sufficient capacity to meet the ABAG Regional Housing Need determinations, which are discussed in the next section of the Housing Element.

Inclusionary Housing: Mill Valley's 1975 Housing Element established that new housing developments should provide 20 percent of new units at prices or rents affordable to low income households and 35 percent of new units at prices affordable to moderate income households as a matter of policy. These inclusionary standards were to be applied only when adequate government subsidies were available.

The City adopted the above requirement in 1975 when cost and financing considerations were not impacting the economics of affordable housing production as severely as at present. Soon after the adoption of this policy, a local moratorium on water hookups served to postpone most proposed projects. By the time development was again free to proceed (1978), changes in the economics of housing production had made the original policy unrealistic.

The 1981 Housing Element updated the 1975 policy to make it more economically feasible. The new policy required projects over 10 units to provide 10 percent moderate income units (if the project was less than 7 units per acre) or 15 percent moderate income units (if the project was over 7 units per acre). The new policy also included provisions for density bonuses and "in-lieu" fees. The following chart shows the affordable units provided to date:

1983 Subsidized Units in Mill Valley

Inclusionary Units (Moderate Income Condominiums)

<u>Project</u>	<u>No. Units</u>	<u>Subsidy Source</u>
Current:		
Ashford Court	8	Internal Subsidy
Eucalyptus Knoll (6 built in Phase I)	11	Internal Subsidy
Approved:		
Corinthian Villas	6	Internal Subsidy
Brabo Project	4	Internal Subsidy
Scott Valley Meadows (accepted \$450,000 in-lieu fee)	(4)	Project Sponsor
TOTAL	29	

To partially ease the financial burden of providing affordable units, Mill Valley has reduced building permit fees for the inclusionary units by 50 percent. This cost reduction usually ranges between \$100 and \$200 per unit.

The City has approved 29 moderate income inclusionary units, with 19 already built. This production far exceeds other cities in Marin County. The potential for additional inclusionary units is limited to projects that will be over 10 units in size. A rough estimate would be between 15 and 25 additional moderate income inclusionary units, given the larger projects described in the previous section.

Subsidized Housing Developments: Four public and publicly subsidized projects in Mill Valley provide 185 low-income rental units. Subsidy mechanisms include below market rate permanent financing and operating subsidies for Shelter Hill (HUD Section 236) and 260 Camino Alto (HUD Section 8) and tax-exempt bonds for the publicly owned (MCHA) Homestead Terrace and Krueger Pines senior housing projects. In addition, the City has an additional 168 units authorized under the Article 34 referendum and hopes to develop 32 low-income rental units in Pickleweed with the use of Community Development Block Grant (CDBG) funds, possible San Francisco Foundation funds, and money from "in-lieu" fees from other projects (the City already has about \$400,000). The following chart shows the subsidized rental units, which includes rental assistance programs discussed in the next section:

Subsidized Rental Units

Current:

Shelter Hill	75	HUD Section 236
The Redwoods	60	HUD Section 101 Rent Supplement and Section 231 Mortgage Insurance
EAH 260 Camino Alto (Handicapped)	24	HUD Section 202/8

Non-Project:

21	HUD Section 8
18	Rebate for Marin Renters Project Independence

Possible:

Pickleweed	32	CDBG and other sources
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Rental Assistance Programs: Several programs are being used in Mill Valley to reduce the rents low-income households have to pay. In The Redwoods, 60 low-income elderly residents are receiving financial assistance through HUD's seldom used Section 101 Rent Supplement program.

Distributed throughout the City are 24 very low-income households receiving benefits through the HUD Section 8 Existing Housing program, including 8 elderly households, 3 disabled households and 13 family households. The program, administered by the Housing Authority, provides a cash payment to landlords who rent to qualified low-income families, with the tenants paying up to 30 percent of their income on rent.

In addition, the Housing Authority administers a rental assistance program called Project Independence, which is a state funded after-care program analogous to Section 8. Renters must be referred by a participating agency. There are 30 units funded countywide, with 1 unit located in Mill Valley.

Between 1981 and 1982, the City committed \$13,590 to the Rebate for Marin Renters (RMR) program. The local funds are matched by San Francisco Foundation funds two for one, with additional non-matching funds, making the total amount that was available for Mill Valley \$49,920. The average annual assistance for Mill Valley was \$1,057 per family. As of July, 1983 there were 18 families being assisted.

The funds for the RMR program have been exhausted and at this point the program will be ending this year, although the Marin County Housing Authority will be preparing another grant proposal to the San Francisco Foundation for more funds. The RMR and Section 8 programs have been very successful in providing housing for lower income residents, or those earning less than 80 percent of median income. In fact, the programs complement each other very effectively. The RMR program provides a subsidy to renters for one-year at a time based on the difference between 25 percent of their income and the rent they pay, up to the maximum rents established for the program. The maximum rents are 20 percent higher than the "fair market rent" established for the Section 8 program. Thus, lower income households are provided a subsidy while they wait for available Section 8 assistance or increase their earnings. The program has been particularly successful in meeting housing needs of single-parents.

Condominium Conversion Controls: Mill Valley passed an ordinance in April of 1977 which set strict standards governing condominium conversions. In addition to establishing construction standards for condominiums, the ordinance required that conversions must meet the inclusionary goals of the Housing Element, and that the City must find that the conversion does not affect the provision of rental housing in the community.

The City adopted revisions to the condominium conversion ordinance in 1982 to require 15 percent of all units in projects of ten or more to be sold or rented at prices affordable to low-income households and 10 percent for moderate income households. Low-income elderly or handicapped tenants must be awarded lifetime leases.

The City has had only two condominium conversions since 1973. One of these condominium conversions was the 107-unit Shelter Bay Condominiums, originally built in the County as apartments. The second project was an eight-unit development on Catalpa, originally built as apartments meeting condominium standards. No applications for condominium conversions have been received by the City since 1977.

Second Units: The City adopted an ordinance establishing procedures for legalizing existing second units and permitting development of new second units in May, 1983. In fact, the City was one of the few jurisdictions in the County that have attempted to realistically address the issue of legalizing existing second units. Through March 30, 1984 six new units and 12 existing units have been approved through the Conditional Use Permit (CUP) process; 62 legal non-conforming units have been registered; and 48 CUP applications are pending (for a total of 128 units). The City has sent out letters to owners of 244 second units and thus far has received a 50 percent response.

Mixed Use Areas: Mixed use development is encouraged in appropriate areas along major thoroughfares as a means of expanding opportunities for residential growth. There are two types of residential-commercial areas designated. The first designation is commercial areas where residential uses are conditionally permitted, and the second is residential areas within which commercial uses are possible.

In the portion of the Alto Center Area north of East Blithedale and west of the commercial area multiple family residential use in the Brabo Project and at the service station will provide a transition from the general commercial uses in the south portion of Alto Bowl to the single family residential area north of Ashford Avenue.

A similar policy is in effect along Lower Miller Avenue from Camino Alto to a point just west of Willow Street. From this point west to Lytton Square - i.e., the Upper Miller Avenue area - residential use will continue to be the dominant use. Residential densities are limited to one unit for each 3,500 square feet of site area and a maximum floor space, exclusive of enclosed or covered parking, equal to 40 percent of the site area (i.e., a floor-area ratio of .4).

Within the commercial portion of Lytton Square and adjoining commercial areas along East Blithedale, multiple residential uses are also conditionally permitted. Within all commercial areas, the allowable number of residential units is governed by the height and floor-area provisions of the respective commercial areas.

Support for Infill Development: The City continues to promote a policy encouraging infill development. Recent "in-fill" projects in the downtown include: (1) 72 Lovell (4 units); (2) Buena Vista (3 rentals); (3) 263 Miller (4 condominium units); (4) 267 Miller Avenue (2 condominium units); and (5) 201-205 Miller (2 condominium units).

Rehabilitation Loan Programs: The Marin County Housing Authority administers the Rehabilitation Loan Subsidy Program. Community Development Block Grant funds for rehabilitation loans have decreased significantly over the last three years. The amount available for countywide use was \$491,600 in 1980-81; \$454,700 in 1981-82; \$284,000 in 1982-83; and \$296,000 in 1983-84. This represents a 40 percent decrease over the last four years. Funding next year is expected to be about the same as this year. Increasingly in the last two years, some communities in Marin County (Corte Madera, Novato, Lower Ross Valley and West Marin Areas) have added Planning Area funds as well. These additional funds are used in those areas only. Through November, 1983, a total of 171 loans have been funded countywide for a total loan amount of \$2,140,056. There have been 13 loans funded in Mill Valley for a total loan amount of \$160,850 (an average of \$12,370 per loan). This represents about 12 percent of the total loans made countywide, which is a high proportion.

The Housing Authority also administers the Section 8 Moderate Rehabilitation Program, which provides a rehabilitation subsidy to owners of rental units. Through September, 1983 there have been 30 units rehabilitated countywide under the program, with none of those units located in Mill Valley.

Presale Inspections: The City inspects all residential units that are sold. The inspections mainly cover health and safety concerns. The City conducted 172 inspections in 1981, 131 in 1982 and 214 in 1983. It should be noted that some of these inspections can be for the same unit if it has been resold during this time period.

Manufactured Housing: The City adopted an amendment to the Zoning Ordinance in 1982 to allow the installation of manufactured housing on permanent foundations. To date, there have been no proposals received by the City.

HOUSING CONSTRAINTS

Environmental constraints, economic conditions and government policies all affect housing affordability. This section analyzes available lands and market and regulatory constraints to assess how their impact effects the amount, cost and type of housing that may be built in Mill Valley.

MARKET CONSTRAINTS

Land Availability: The remaining development areas exist in Blithedale Canyon and Alto Hill area in the northern part of Mill Valley, and Kite Hill at the intersection of East Blithedale and Camino Alto. Although the northern tier of the City around the Blithedale Ridge and areas above Cascade Canyon contain significant undeveloped acreage (132 acres), geotechnical, environmental and public safety (fire protection) considerations preclude all but low density development.

The Alto Hill and Bayfront areas, totaling 153 acres, lie outside of existing neighborhoods. They are close to Highway 101 and present less severe environmental constraints on development. Most approved and proposed projects are to be developed in these areas. There is also the potential for an additional 200 single family homes on individual lots and 40-80 (roughly) multiple family units from development in infill and mixed use areas. Exact figures would require a site by site analysis.

Mill Valley, therefore, has only limited opportunities to develop housing. The annexation of land south and to the west of the City's 1984 incorporated boundaries offer approximately 95 acres of developable land.

Cost of Land: High land costs will continue to be a critical factor limiting the development of affordable housing in Mill Valley. The full cost of land includes the raw land purchase price, land financing costs and subdivision approval costs.

Total developable lot costs vary in relation to locational amenities and allowable lot sizes. Although substantial portions of Mill Valley are zoned RS-6, which allows the development of single family homes on lots as small as 6,000 square feet, these areas are almost entirely built out. Most major undeveloped areas suitable for single family development are zoned RP and may only be developed at much lower densities because of severe environmental constraints. Total land costs for most single family developments tend to begin at \$70,000 per lot or parcel.

Land costs per square foot increase as allowable densities increase. However, the increase in land costs is rarely proportional to the greater permitted density. For this reason land costs per unit tend to be lower for multi-family residential construction than for single family homes. Land costs, as a percentage of development costs, have been rising in the past few years. In part this trend is a product of the fact that land prices reflect housing demand more directly than any other cost component. Concurrent increases in interest rates, development fees, and average approval periods have increased land holding costs as well.

Construction Costs: The costs of constructing wood frame housing have risen significantly in recent years. According to a 1984 Bank of America analysis, the typical cost to build an "average" wood frame single family detached home in the Bay Area was about \$60 per square foot. However, total construction costs can be well over that for a luxury home. Total construction costs, excluding land, site costs and developer profits may range between \$55,000 for a modest 1,000 square foot unit to well over \$200,000 for a 2,000 square foot luxury home.

Construction costs for apartments and condominium units in low rise wood frame buildings lie within this range as well. While modest studio units may be built for as low as \$45,000 a unit, excluding land costs, more attractive family sized units with three bedrooms may exceed \$100,000 to produce.

An additional factor in Marin has been that the perception of high profit in residential development, which has resulted in higher labor and subcontracting costs in the County. Moreover, these higher costs are difficult to reduce to accommodate less profitable types of development such as low and moderate income

housing. The Marin Property Owners Association indicates that labor costs are 10 to 15 percent lower in Sonoma County. While labor union contracts are the same in the two counties, the lower cost results from the fact that there is flat buildable land in Sonoma County so workers can get the job done faster.

Financing: High interest rates have played a critical role in making housing unaffordable. High land and construction financing costs have made the housing development business inherently more risky. Developers in turn need to realize high financial returns to justify the risks. Higher required profits as well as costs push up eventual sales prices.

In addition, the home buyer is confronted with high mortgage interest rates, which are currently between 12.5 and 13.5 percent. A major problem is qualifying for loans at high interest rates. The following table shows how monthly mortgage payments differ for a \$100,000 mortgage made at varying interest rates.

Monthly payments - 30 YEARS \$100,000 MORTGAGE

<u>Interest Rate</u>	<u>Payment</u> (Principal and Interest)
9%	\$805
11%	\$952
13%	\$1,106
15%	\$1,264
17%	\$1,426

Second mortgages to finance home maintenance and improvements are more costly than first mortgages. Such financing costs make rehabilitation loans infeasible for all but the most affluent property owners. Therefore, rehabilitation must be funded with savings, deferred or through government subsidy.

GOVERNMENT CONSTRAINTS

Land Use Controls: Zoning and land use designations in Mill Valley are largely determined by the following overall General Plan Goals:

- . Goal 1 - Health and well being of people and physical safety of property should be assured.
- . Goal 3 - The natural environment should visually dominate the character of Mill Valley.
- . Goal 5 - Mill Valley's small-town character and appearance, its sense of community and its historic heritage should be retained and enhanced.

To implement these goals, Mill Valley has zoned its developed neighborhoods at maximum densities close to existing uses. In addition, the City has zoned major portions of its undeveloped hillside areas at very low densities. Finally, the City zoned certain areas in the hillsides as permanent open space after public acquisition or as a result of dedication from private interests. Community design objectives, as they relate to undeveloped hillside areas, often coincide with environmental constraints to development identified in the Public Health and Safety Element of the General Plan. Large scale development of the City's northern hillside areas might strain the traffic capacity of Mill Valley's existing arterials: East Blithedale, from Highway 101 to Camino Alto, and Miller Avenue.

The Blithedale Ridge and areas above Cascade and Warner Canyons (190 acres) are now in open space as part of the Rider property purchase. In addition, portions of the Cascade and Fern Canyons may be developable but are recommended for acquisition for open space in the General Plan.

The City has adopted an objective of protecting its existing residential neighborhoods. With the exception of East Mill Valley, the City has developed into single-family residential neighborhoods, a pattern reinforced by schools, parks and streets with extremely limited traffic capacity. These residential neighborhoods provide a life-style and housing stock which are among Mill Valley's major assets. Policies have therefore been adopted which guarantee that (1) new development in established neighborhoods will be compatible with existing architecture; and (2) development outside established neighborhoods will not generate significant levels of traffic through these neighborhoods.

Development Standards: Mill Valley has traditionally encouraged high architectural standards for new development. Current practice incorporates design input primarily from planning staff and the Architectural Advisory Committee. Most of the remaining developable sites have significant design or environmental constraints, which requires extensive review and analysis by the City.

Costs of the Local Permit Process: Costs associated with the permit process may act as a constraint to the development of affordable housing. Line item permit costs are related to processing inspection and installation services. They are limited by California law to the cost to the various agencies of performing these services. Fees charged by Mill Valley in 1984 generally ranged between \$1,200 and \$2,100 per unit. Other charges including sewer and water service installation could exceed \$3,000 per unit.

Permit costs can vary substantially from site to site depending on site conditions, location and the type and design of development. Much of the remaining developable land is subject to moderate to severe public health and safety constraints, such as steep slopes, underlying bay muds, drainage problems and fire risk. Detailed soils reports, engineering and design studies and associated permits will be required. Some remaining developable parcels in Mill Valley also include smaller sites within developed areas suitable for single family residential units. Some of these sites, however, were originally subdivided into lot sizes that are inconsistent with residential development. In these situations, variances or conditional use permits may be required.

Given the aforementioned considerations, minimum permit cost estimates are set forth for two types of residential development: a single family home (1,500 square feet) and a condominium (one of four 950 square foot units):

Approximate Permit Costs

<u>Mill Valley Permit Costs</u>	<u>Single Family</u> (<u>\$97,000 to</u> <u>construct</u>)	<u>Condominium</u> (<u>\$57,000 to</u> <u>construct</u>)
Building Permit	354.75	178.06
Plan Check Fees	230.59	115.74
Microfilm Fee (min)	5.00	5.00
Planning & Development Tax	525.00	375.00
Fire Dept. Plan Check	25.00	25.00
Drainage Fees	80-680.00	80-680.00
Master Plan	-----	207.00
Precise Plan	-----	207.00
Negative Declaration EIR	-----	50.00
or EIR Review	-----	200.00
Tentative Map	-----	<u>210.00</u>
 SUBTOTAL A:	 \$1,220.34 - \$1,820.34	 \$1,552.80 - \$2,212.80
 <u>Other Fees and Costs</u>		
State Conservation Tax	7.29	4.49
Sewer Connection	660.00	660.00
Water Installation	1,000.00	1,000.00
Connection Fee to MMWD	1,800.00	1,800.00
Buy-in Charge (MMWD)	<u>100.00</u>	<u>100.00</u>
 SUBTOTAL B:	 3,467.29	 3,464.49
 TOTAL	 \$4,687.63-\$5,287.63	 \$5,017.29-\$5,677.29

Costs associated with the time it takes to go through development review and building permit processing are more significant. These costs are highly variable and are related to developer overhead, financing and start-up costs, as well as the length of the development review and permit processing period. It has been estimated that the cost of processing increases construction costs an average of 18 percent per year.

Single family housing development applications generally take less time to review than multi-family proposals. When proposed single family developments are in conformity with existing zoning, it is possible to process the required building permits in one month.

Multi-family development proposals are subject to review by Mill Valley's Architectural Advisory Committee. In practice, most major projects now require EIR's, public hearings and extensive local review. The total length of time from the initial developer contact with local officials to final map and approval can exceed two years. In addition, many of these projects are located in areas with environmental constraints necessitating extended review prior to approval.

By encouraging developers to meet with neighborhood residents and allowing the combined processing of certain applications, such as Precise Development Plans and Tentative Maps, the City has taken actions which reduce processing time and potential delay for residential projects. Much of the remaining developable land in the City has significant environmental and land development constraints, such as access problems, visual prominence, steep slopes and geological problems, which require extensive review and analysis of proposed projects to assure appropriate site planning and design.

In some instances, the City's "R-P" zoning requirements may result in some duplication of analysis by requiring separate steps for a Land Capacity Determination, Master Plan review and the preparation of an Environmental Impact Report on the Master Plan. It may be appropriate, in some instances, to combine the Land Capacity Determination with the Master Plan and Environmental Review process so that the analysis is not duplicative and so that the full range of environmental factors can be considered in establishing the appropriate density.

The impact of any such revision in the review process may, however, be minimal. There are only three large undeveloped properties currently zoned "R-P" which do not already have a Land Capacity Determination: Securities of America, Trident and the Gordon properties (Sites #1, #4, and #6 shown in Figure 1). The Trident and Gordon properties are both designated for very low density.

Other options which the City may consider to provide more affordable housing opportunities relate to specific land use controls and off-site improvement requirements. They include:

1. Park Land Dedication: Considering a reduction in the current standard of 2.77 persons per unit, which is applied on the basis of 3 acres of park land required per 1,000 population, to 2.24 persons per unit. This would represent a 19 percent reduction in the land dedication requirement. The 2.77 figure is based on the 1970 Census, while the 2.24 figure is based on a 1984 estimate by the State Department of Finance for Mill Valley. In 1980, according to the 1980 U. S. Census, Mill Valley's households averaged 2.3 persons.
2. Park Dedication Fees: Considering a change in the current "in-lieu" fee standard, which is currently based on the fair market value of the property, to a more equitable fee. The current fee structure may result in higher density projects paying significantly more on a per unit basis than lower density projects, because of the higher value of the property. This current fee structure may be a constraint to the development of affordable housing at higher densities and in appropriate locations, such as near downtown.
3. "RM" Zoning: Considering the creation of a new special "RM" zoning district which would allow a greater density per square foot of land area than the current minimum of 1,500 square feet of land area per unit allowed in the "RM 1.5" zones. The new designation would give the City the option of applying this zoning in appropriate locations and for appropriate projects which have small units, such as projects for the elderly or the physically handicapped.

Federal Policy Constraints: Federal Policy affects the development of housing and most directly impacts the development of low income housing. The usefulness of Federal subsidy programs is limited by the amount of funding available. Federal policy for housing has changed from new construction programs to a greater emphasis on subsidies for existing housing. With the exception of the Section 202 (elderly and handicapped) Program, new construction programs are very limited.

OPPORTUNITIES FOR ENERGY CONSERVATION

Affordable energy is an essential component of affordable housing. Energy costs to the consumer have increased 100 percent over and above inflation since 1970, while crude oil prices have increased more than 500 percent. Houses built after 1975 use about half as much energy as a result of California State Conservation standards. More recent standards are even more strict. For new housing, State Conservation standards, implemented as part of the Building Code, substantially reduce the cost of energy.

In November, 1982, the City adopted as part of its subdivision ordinance the requirement for deed restrictions to assure, to the extent feasible, solar access in new subdivisions. The City also encourages the use of solar energy for water heating, as well as

passive solar design, by permitting variances from development regulations on a case-by-case basis when necessary or to alter regulations which consistently interfere with the use of solar energy conservation measures or other renewable energy sources.

There are several local programs which provide assistance to low and moderate income households in retrofitting their home. These include the Marin Citizens for Energy Planning (M.C.E.P.) "Home Weatherization" project, funded through the San Francisco Foundation and federal funds.

**DISCUSSION
OF EXISTING
AND FUTURE
HOUSING NEEDS**

INTRODUCTION

The discussion in this section is more analytical in nature compared to the previous section because it is intended to provide a synthesis of the data and a basis for formulating the City's housing goal, objectives, policies and programs which are presented in the next part of the Housing Element. The issues discussed include:

FUTURE GROWTH
DECLINING HOUSEHOLD SIZE
THE ABILITY TO PAY FOR HOUSING
REHABILITATION HOUSING NEEDS
AFFORDABLE HOUSING NEEDS
FEMALE HEAD OF HOUSEHOLDS
HANDICAPPED HOUSING
HOUSING FOR LARGE FAMILIES
ELDERLY HOUSING
ABAG HOUSING NEED NUMBERS

EXISTING AND FUTURE HOUSING NEEDS

Future Growth

Discussion: Between 1980 and the year 2000, Marin County's population is projected to increase by 10 percent, to 245,250, with most of the growth occurring in the Novato area. The increase in population, increase in local jobs and a continuing decline in the average household size will continue to create a high demand and need for more housing units. The County's average household size has steadily declined from 3.4 persons per household in 1950 to 2.5 persons per household in 1980. As household size decreases, there is a need for proportionally more housing units to house the same or any additional population. Future projections for the County are shown below:

Marin County Projections

	<u>1980</u>	<u>2000</u>	<u>Change</u>	<u>Percent Change</u>
Population	222,568	245,250	+22,682	+10.2%
Households	88,723	109,030	+20,307	+22.9%
(Average Household Size)	(2.5)	(2.2)	(-0.3)	---
Jobs	74,426	105,400	+30,974	+41.6%
Jobs to People	1:3	1:2.3	---	---

SOURCE: ABAG, Projections '83

The Mill Valley Planning Area, which includes unincorporated Homestead Valley, Tamalpais Valley and Alto is expected to grow by 1.4 percent in population between 1980 and the year 2000. Projected population, household and employment growth for the Mill Valley Planning Area is shown below.

Mill Valley Planning Area

	<u>1980</u>	<u>2000</u>	<u>Change</u>	<u>Percent Change</u>
Population	22,688	23,000	+322	+1.4%
Households	9,595	10,740	+1,145	+12.0%
(Average Household Size)	(2.4)	(2.1)	(-0.3)	---
Jobs	5,194	5,800	+606	+11.7%
Jobs to People Ratio	1:4.4	1:4.0	---	---

SOURCE: ABAG, Projections '83

The City's portion of the future growth in population and households between 1980 and the year 2000 is roughly projected to be about 60 percent of the total. This would be based on Mill Valley reaching just about total build-out by that time. Thus, by the year 2000, it is projected that the City of Mill Valley will have a population of about 13,160 people and 6,270 households. Again, the average household size is expected to continue to decline to 2.1 persons per household by the year 2000.

Implications: Future growth in population and jobs, both in Mill Valley and Marin County, as well as elsewhere, will continue to create a strong demand for housing. Some of the implications to consider include the following:

1. The match of types of jobs being created and the salaries or ability to pay for housing may continue to be disproportionate. About one-half of the jobs created in the County during the 1970's were lower paying jobs, which did not match the price of housing in the County.
2. The number of employed residents is expected to rise even faster than the number of jobs created. Thus, there will be a surplus of workers who will have to find jobs outside of the County.
3. The increasing demand for housing will continue to keep prices high. Housing for low and moderate income families, such as people who provide basic services will continue to be in short supply. A February, 1984 survey in Marin Input found that in Mill Valley 7% of the Police Department employees and 23% of Fire Department employees live outside of Marin County.

Declining Household Size

Discussion: The trend toward smaller households began over the last ten years. The estimated average household size in Mill Valley has declined from 2.7 in 1970 to 2.2 in 1984. The countywide average in 1984 was 2.4 persons per household. Thus, while the number of housing units in the City increased from 4,784 in 1970 to 5,759 in 1984 (+975), the population declined from 12,942 in 1970 to 12,759 in 1984 (-183). By comparison, Mill Valley's average household size was the fourth smallest of all the cities in the county.

The trend in smaller households is due to more single-person households, lower birth rate, more divorces and the increased longevity of elderly people. Single-person households increased 75 percent between 1970 and 1980 and now comprise 32 percent of all households in the City. The number of married couples comprised 44 percent of the households in 1980.

Implications: The trend toward smaller households is expected to continue over the next twenty years. The implications include the following:

1. Need for smaller units in new projects.
2. Need for more units to house the same population.

The Ability to Pay for Housing

Discussion: The average sales price for a single family home in Mill Valley rose from \$127,935 in 1978 to \$199,935 in 1983, a 56 percent increase over six years. Since single family homes comprise about 71 percent of the housing stock, this increase affects a substantial portion of the units available. In the County as a whole, the average price for a single family home was \$186,793 in 1983. The median home value in the City in 1980 was \$183,400, compared to \$151,000 in the County as a whole.

Rents in Mill Valley were higher than the County in general. Median rents in 1980, meaning half were greater and half were less, were \$396 in Mill Valley and \$348 in the County as a whole. The April, 1984 Multiple Listing Service for rentals of all types of units shows a median rent for one-bedroom units of \$650; two-bedroom units \$850; three-bedroom units \$1,200; and four-bedroom units \$1,350. The lowest rents for one-bedroom units range from \$375 to \$475. April, 1984 listings in the Independent-Journal for condominium, apartment and duplex rentals show a median rent of \$573 for one-bedroom units and \$813 for two-bedroom units.

The impact of increasing housing prices and rents is most severe on households with lower incomes. According to the 1980 census, 33 percent of the City's households paid more than 25 percent of their income on housing - with 20 percent paying more than 35 percent. The following charts break down this overpayment need by income category (low income is less than 80 percent of median income, while moderate income is 80 to 120 percent of median income).

**1980 Mill Valley Renter Households
Paying More Than 25 Percent**

	<u>Number</u>	<u>Percent of All Households who Rent</u>
Low Income		
less than 5,000	166	8.1%
5,000-10,000	324	15.7%
10,000-15,000	299	14.5%
Moderate Income		
15,000-20,000	119	5.8%
20,000	157	7.6%
TOTAL	1,065	51.7%

**1980 Mill Valley Owner Households
Paying More Than 25 Percent**

	<u>Number</u>	<u>Percent of All Households who Own</u>
Low Income		
less than 5,000	89	2.6%
5,000-10,000	77	2.2%
10,000-15,000	84	2.4%
Moderate Income		
15,000-20,000	116	3.3%
20,000+	391	11.4%
TOTAL	757	22.0%

SOURCE: 1980 U. S. Census

The following chart, prepared by the Marin County Housing Authority, compares affordability for rental and sales housing based on various incomes and family sizes. Moderate income would be considered the median income; low is 80 percent of median, and very low is 50 percent of median. The incomes are derived from April, 1983 Marin County Income Limit Schedule based on the Bay Area median income.

Income Affordability Analysis

Rental Housing

<u>Household Size</u>	<u>Gross Annual Income</u>	<u>Percent of Median</u>	<u>Rent @ 30 % of Income</u>	<u>Unit Type</u>
2	\$25,300	Median	\$630	1-2 BR
4	\$31,600	Median	\$790	2-3 BR
2	\$20,240	80%	\$506	1-2 BR
4	\$25,280	80%	\$632	2-3 BR
2	\$12,650	50%	\$316	1-2 BR
4	\$15,800	50%	\$395	2-4 BR

Home Purchase*

<u>Household Size</u>	<u>Gross Annual Income</u>	<u>Percent of Median</u>	<u>Sales Price</u>	<u>Unit Type</u>
2	\$25,300	Median	\$52,900	1-2 BR
4	\$31,600	Median	\$66,100	2-3 BR
2	\$20,240	80%	\$42,300	1-2 BR
4	\$25,280	80%	\$52,900	2-3 BR
2	\$12,650	50%	\$26,400	1-2 BR
4	\$15,800	50%	\$33,000	2-3 BR

*Assumptions:

13% - 30 year-mortgage

25% - Gross Income for Principal and

Interest

10% - Down Payment

SOURCE: Marin County Housing Authority (based on April, 1983, Marin County Income Limit Schedule.)

1
Implications: Due to high housing prices and interest rates, low and moderate income families have difficulty purchasing a home. Many current Mill Valley residents could not afford to buy or rent a home in Mill Valley today. Some of the implications of increasing home prices include:

1. As home prices increase there are usually corresponding increases in rents.
2. When a home owned by a low or moderate income family is sold, it is usually sold to a family with a relatively high income - with the unit being lost as "affordable" housing.

3. Shared rentals can inflate rental rates as well as have impacts on traffic and parking.
4. Affordable housing for young families, single-parent households, the elderly (especially those on fixed incomes) and public service employees becomes more difficult to find.
5. As demand for housing increases, the vacancy rate decreases. In 1984 the City's estimated vacancy rate was 2.5 percent, which is relatively low compared to other Marin cities. A vacancy rate of 4.5 to 5.0 percent is considered "healthy". Mill Valley's vacancy rate has been declining since 1980.
6. When the vacancy rate is low, housing also tends to become overcrowded and/or expensive. In 1980, less than 2 percent of the housing units in Mill Valley were overcrowded (having more than one person per room), which is low.
7. Rental housing, especially through existing rental subsidy programs, is an effective way to provide affordable housing.
8. The difficulty in providing single-family affordable units, especially on sites with environmental constraints.

Rehabilitation Housing Needs

Discussion: Mill Valley's housing stock is generally in good condition, although it is much older than that of Marin County as a whole. According to the 1980 Census, 28 percent of Mill Valley's housing was constructed before 1940. Only 0.5 percent of the City's housing stock lacks plumbing facilities. Countywide, the figure is 0.8 percent.

There have been no housing condition surveys in the City during the past ten years. In 1971, a County survey of the stock found 15.5 percent of the units to be "substandard", the highest percentage of any community in Marin. Since demand for housing has remained strong in the past few years, the market has accomplished much rehabilitation on its own.

Low and moderate income homeowners in the City may find it prohibitively expensive to finance the periodic maintenance of their homes. Eventually, the proportion of substandard housing occupied by low and moderate income households may increase as a result of deferred maintenance. These homeowners may sell their homes if they cannot afford needed rehabilitation. While this would improve the condition of the housing stock, the original homeowners would probably be displaced.

Implications: Up-to-date data on Mill Valley's housing conditions and rehabilitation needs could help to determine the extent of this problem. Evidence from the 1971 survey and the high percentage of rehabilitation loans in the City suggest that this problem may be significant. Continued City support and publicizing of available rehabilitation programs (Section 8 Moderate Rehabilitation and the Residentail Rehabilitation Loan Programs) is the best way to provide funds for low and moderate income homeowners. The City's presale inspection program is also effective in identifying problems.

Most of the less affluent homeowners in Mill Valley are ineligible for the rehabilitation programs that are currently available. The development of a program which provides subsidized financing to moderate income homeowners would assist in the retention of community diversity in Mill Valley.

. **Female-Head of Households**

Discussion: In 1980, about 30 percent of Mill Valley's households are headed by women. Of those households with children under 18, almost 25 percent (406 households) were headed by a single mother. Both of these figures have increased substantially since 1970.

Implications: Women in the housing market, especially the elderly, low- and moderate-income and single-parents face significant difficulties when they have to find housing. According to the County's Commission on the Status of Women, this has several implications:

1. Both owner and rental units are extremely expensive relative to low incomes earned by most women.
2. Landlords have discriminated against women with children.
3. Elderly women are often "trapped" in a house that is more than adequate for their needs.

. **Handicapped Housing**

Discussion: According to the Marin Center for Independent Living, which is a resource and referral service for handicapped people, there is a waiting list of about 60 people countywide for handicapped housing. Persons with work disability in Mill Valley totalled 457 or 3.5 percent of the population in 1980. Sixty percent of those disabled are in the work force. About 2.5 percent of the population had a transportation disability in 1980. Data on the number of physically handicapped who are inadequately housed in Mill Valley is unavailable.

Implications: The hilly terrain of many residential sites places practical limitations on residential opportunities for many mobility-handicapped persons. Flat sites where curb cuts and building access can be provided are ideal locations. Based on available data, about 4 percent of the City's units should be provided for the physically disabled. 26 units for the physically disabled were provided in the EAH 260 Camino Alto project recently built.

. Housing for Large Families

Discussion: There were 330 families with five or more persons in Mill Valley in 1980, which represents 6.0 percent of all households. Since 1970, the number of large families has declined by 54 percent. Of the 2,631 units in Mill Valley in 1980 with three or more bedrooms, 438, or 15 percent, were renter-occupied, which make up 20 percent of the total rental housing stock. Most of these are single family homes which are expensive to rent. A countywide analysis by the Federal Department of Housing and Urban Development found that 31 percent of the large families who rent have incomes that would qualify them for federal assistance.

Implications: There is a need, therefore, for affordable rental units for large families (units with three more bedrooms). All of the subsidized rental units in projects in the City are for elderly or handicapped. Although, the proposed Pickleweed project is expected to be for families. Other than new projects, the only programs for families are Section 8 and RMR rental assistance.

. Elderly Housing

Discussion: Elderly population in the City is not increasing as rapidly as the county as a whole; however, the City has a higher proportion of elderly residents over 65 years of age than countywide. Over 15 percent of the rental units in Mill Valley in 1980 had at least one person over 65 years of age. About three-fourths of the households with elderly residents are owner-occupied. About 30 percent of the residents over 65 live alone.

Implications: Mill Valley's elderly comprise 20 percent of all occupied units in the City. The increasing longevity of elderly people and the general aging of the population in Marin County and in Mill Valley will place increasing demands on the general and special housing needs of the elderly. These needs will include:

1. Need for more affordable housing for the elderly on fixed incomes (Countywide 45 percent of all elderly households are eligible for federal assistance because their incomes are less than \$15,000 per year).

2. The problem of being "trapped" in a large house, due in part to Proposition 13 and increasing home prices for substitute smaller housing units.
3. Greater demand for specialized housing and housing services for the elderly, such as congregate housing.

• ABAG Housing Need Determinations

Discussion: The Association of Bay Area Governments (ABAG) has produced projected housing need figures for the Mill Valley Planning Area between 1980 and 1990 for various types of housing and households. The figures are based on market demand, employment opportunities, land availability, commuting patterns, type and tenure of housing and a more "healthy" vacancy rate of 4.5 percent. The chart below summarizes ABAG's housing needs figures.

1980-1990 Projected Housing Need as Determined by ABAG

MILL VALLEY PLANNING AREA

<u>Type of Need</u>	<u>Projected Need</u>		<u>Percent of County</u>
	<u>Number</u>	<u>Percent</u>	
By Income Category:			
Very Low	174	19%	8.7%
Low	137	15%	8.7%
Moderate	174	19%	8.4%
Above Moderate	431	47%	8.8%
TOTAL	916	100%	8.7%
(1980 Existing Need Portion)	(156)		
By Tenure:			
Owner-Occupied	572	62.4%	9.3%
Renter-Occupied	344	37.5%	7.9%
By Type:			
Single-family	663	72.5%	9.7%
Multiple family	251	27.4%	7.2%
Mobile home	1	.1%	.5%

Definitions:

Very Low - Less than 50% of median income

Low - 50-80% of median income

Moderate - 80-120% of income

Above Moderate - 120% or more of median income

SOURCE: ABAG Housing Needs Determinations

Between January 1980 and May 1984 a total of 375 units were added to the housing stock in the Planning Area. That leaves an additional 541 units needed over the next five and a half years. Based on available land and development potential 80 additional units could be built in the unincorporated area and between 590 and 770 units could be built within the City's existing corporate limits. Thus the Planning Area has the potential to meet its regional housing needs. This information is shown in the following table.

**Development Potential in the
Mill Valley Planning Area
1980-1990**

Units Constructed 1980 - 1984	
in Mill Valley	124 units
in Unincorporated Area	251 units
(Subtotal)	(375 units)
Additional Development Potential	
in Mill Valley	590-770 units
in Unincorporated Area	80 units
(Subtotal)	670-850 units)
Total 1980 - 1990 Development Potential	
in Mill Valley	714-894 units
in Unincorporated Area	331 units
Total	1,045-1,225 units
ABAG Housing Need Determinations	
1980 - 1990	916 units

Implications: The City's Housing Objectives, described in the next section of the Housing Element, relate the City's housing programs to the ABAG regional housing need determinations for various income groups. The total new construction need (916 units between 1980 and 1990) for the Mill Valley Planning Area can be adequately met. However, the housing need for low and moderate income households will not be met. This is due to the lack of funding sources for low and moderate income housing.

**MILL VALLEY'S
HOUSING GOAL
OBJECTIVES
POLICIES
AND PROGRAMS**

INTRODUCTION

The Housing Element proposes at least partial solutions to some of the housing needs and problems facing the community - while at the same time intending to protect Mill Valley's small-town character and appearance, its environmental qualities, its sense of community and its historic heritage.

The Housing Element's intent with respect to housing needs in Mill Valley is expressed in two ways. The first is in the form of goals and objectives sought by the community. Goals are ideals we strive for - the desired state of things. Objectives are defined steps toward a goal, which measure progress and should be expressed in quantified terms or targets. State law requires that the City's housing objectives establish the maximum number of housing units that can be constructed, rehabilitated or conserved over the next 5 years. The second, and more specific aspect of the Housing Element, are policy statements and implementation programs. These describe the way citizens and local government can achieve objectives, and move closer to the goals. Policies establish a recognized community position on a particular subject. Programs are more detailed actions that the City, or other specific entities, intend to implement to ensure the attainment of the Housing Element's goals and objectives. This section of the Housing Element includes the following parts:

HOUSING GOAL
HOUSING OBJECTIVES
HOUSING POLICIES AND PROGRAMS
1984-1989 FIVE-YEAR ACTION PLAN SUMMARY
HOUSING PLAN MAP

HOUSING GOAL

To preserve Mill Valley's character while providing for balanced residential growth and a greater share of affordable housing, including:

1. Maintaining diversity in the price and type of housing.
2. Promoting the development and retention of housing affordable to low and moderate income families.
3. Promoting means enabling existing residents to preserve and improve their homes.
4. Promoting development in areas where it will not interfere with the quality of the natural and man made environment.

5. Limiting development in areas where hazards to life and property exist.
6. Generally maintaining the present scale of development in existing residential neighborhoods, while allowing the (regulated) creation of additional housing.
7. Encouraging residential uses in commercial areas when appropriate.
8. Assuring non-discrimination in the local housing market, especially for families with children.

HOUSING OBJECTIVES

(The following objectives set forth the City's maximum effort for the five-year period between July, 1984 and January, 1990)

1. Construction of 495 new housing units in the City of all types and prices (this assumes an average of 90 units per year), including:
 - a. 20 inclusionary units
 - b. 1 manufactured housing unit.
 - c. 32 new low-income rental apartments in Pickleweed.
 - d. 30 units through miscellaneous government programs.
 - e. 44 second units.
 - f. 30 residential units in mixed use areas.
 - g. 338 units through other development.
2. New construction units should meet some of the special housing needs within Mill Valley. Of the 495 new units through new construction, the following should be provided. (These estimates are based on the proportion these special need groups comprised of the 1980 population in the City).
 - a. 20 units for the physically handicapped (4 percent of total).
 - b. 75 units for the elderly (15 percent).
 - c. 125 new units for families with children (25 percent) with 25 of those (5 percent of total) for large families - i.e., units with 3 or more bedrooms)

3. The City is also desirous of continuing its balance of housing types and tenure. The following objectives for multiple family and single family housing continue a policy established in the 1975 General Plan. The following mix of the 495 new units is desirable:
 - a. 370 multiple family units (75%)
125 single family units (25%)
 - b. 300 owner-occupied units (60%)
195 renter-occupied units (40%)
4. Rehabilitation of 25 low-income units.
5. Energy conservation improvements for 25 units.
6. Rental assistance program subsidies for 50 households per year.

The following chart compares the City's housing objectives to the ABAG housing need numbers and also describes the programs from which the objectives are derived. Generally, the objectives are derived from tracking historical construction trends and the availability of programs to meet special housing needs. For further information, see the assumptions for each program in the next part of this section and the discussion of housing needs and issues in the previous section.

In summary, it is expected that a sufficient number of units will be built in the Mill Valley Planning Area to meet the regional housing need determinations. This includes a total of 950 built between 1980 and 1990, as compared to the housing need for the same period of 916 new units and 15 replacement units (a total of 931 units). Programs available for very low, low and moderate income housing will fall short of the housing need determinations. Programs to provide very low and low income housing are expected to provide 73 units (25 percent of remaining 287 unit need), and programs to provide moderate income housing are expected to provide 84 units (54 percent of the remaining 155 unit need). Based on development capacity, it is estimated that the City's portion will be 86 percent of the remaining need for the Mill Valley Planning Area between 1984 and 1990.

COMPARISON OF MILL VALLEY HOUSING OBJECTIVES
AND PROGRAM TARGETS WITH ABAG'S
REGIONAL HOUSING NEED DETERMINATIONS
1980 - 1990

Very Low and Low-Income-Households

- | | |
|-------------------------|-----------|
| 1. ABAG 1980-1990 need: | 311 units |
|-------------------------|-----------|

2.	Units built in Mill Valley Planning Area 1980-1984:	24 units
3.	Remaining Need in the Planning Area 1984-1990:	287 units
4.	Remaining Need in the City 1984-1990:	267 units
5.	Housing Element Programs within City 1984-1990:	
	. Rental Assistance Programs	21 units
	. Miscellaneous Government Programs	20 units
	. Pickleweed	32 units
	Total	73 units
6.	Units in the Unincorporated Area 1984-1990:	0
7.	Total Units Expected (percent of ABAG Need):	73 units (25%)

Moderate Income Households

1.	ABAG 1980-1990 Need:	174 units
2.	Units built in Mill Valley Planning Area 1980-1984:	19 units
3.	Remaining Need in the Planning Area 1984-1990:	155 units
4.	Housing Element Programs within City 1984-1990:	
	. Inclusionary Housing	20 units
	. Manufactured Housing	1 unit
	. Miscellaneous Government Program	10 units
	. Second Units	30 units
	. Mixed Use	10 units
	Total	71 units
6.	Units in the Unincorporated Area 1984-1990:	8 units
7.	Total Units Expected (percent of ABAG Need):	84 units (54%)

Above Moderate Income Households

1.	ABAG 1980-1990 Need:	431 units
2.	Units built in Mill Valley Planning Area 1980-1984	332 units
3.	Remaining Need in the Planning Area 1984-1990:	99 units
4.	Remaining Need in the City 1984-1990:	85 units
5.	Housing Element Programs within City 1984-1990:	
	. Mixed Use	20 units
	. Second Units	.9 units
	. Miscellaneous Construction	338 units
	. Total	367 units
6.	Units in the Unincorporated Area 1984-1990:	72 units
7.	Total Units Expected (percent of ABAG Need):	439 units (443%)

Total Housing Need

1.	ABAG 1980-1990 Need	916 units
2.	Units built in Mill Valley Planning Area 1980-1984	375 units
3.	Remaining Need in the Planning Area 1984-1990 (includes 15 units for replacement of demolished units):	556 units
4.	Remaining Need in the City 1984-1990:	478 units
5.	Housing Element Programs within the City 1984-1990:	495 units
6.	Units in the Unincorporated Area 1984-1990:	80 units
7.	Total Units Expected (percent of total need, which includes replacement need):	575 units (103%)

HOUSING POLICIES AND PROGRAMS

1. MAINTAINING DIVERSITY IN THE PRICE AND TYPE OF HOUSING

Policy 1.1: NEW HOUSING CONSTRUCTION. Encourage the construction of new housing units of all types and prices which help to achieve the City's housing goal and objectives and are consistent with the General Plan and other City policies.

PROGRAM APPROACH: Through private, non-profit and public agency construction of new housing

IMPLEMENTING ACTION: Continue to review and process development applications.

RESPONSIBLE AGENCY: City of Mill Valley

TARGET: 495 new units by 1990 (and an additional 80 units in the unincorporated area)

(Assumptions: Between 1970 and 1984 an average of 85 units were built per year. Optimistically, about 90 units per year is about the maximum the City can expect. About 22 percent of the units between 1970-1984 were single family and 78 percent were multi-family. New units in projects over 10 units would be subject to the inclusionary requirement. Most of the market rate units would be available for above moderate income families).

IMPLEMENTING ACTION: The City will consider the following ordinance changes intended to reduce potential governmental constraints to the provision of affordable housing:

1. Reduce the standard for park land dedication from the current basis of 2.77 persons per unit to 2.24 persons per unit.
2. Restructure the park land dedication fee.
3. Where appropriate, allow combined processing of Land Capacity Determinations and Master Plans and Environmental Impact Reports.
4. Establish a special higher density "RM" zoning classification to give the City the option of allowing multiple family units at a greater density than one unit per 1,500 square feet of land area per unit, where adequate parking can be provided and other environmental concerns can be met.

RESPONSIBLE AGENCY: City of Mill Valley

TARGET: Consider ordinance changes by January, 1986.

Policy 1.2: **INCLUSIONARY HOUSING** Developers in Mill Valley will be required to provide a percentage of the units affordable to low and/or moderate income households in new housing development of a certain size.

PROGRAM APPROACH: The City will maintain a certain degree of flexibility in implementing Mill Valley's inclusionary housing requirement based on how well the project helps achieve the City's housing goal and objectives. The starting point for the City's inclusionary requirement includes the following features:

- a. All developments of ten or more units will be subject to inclusionary requirements.
- b. Housing developments at densities less than seven units per acre must provide for the sale or rental of a minimum of 10 percent of all units at prices affordable to moderate income households.
- c. Housing developments at densities of seven or more units per acre must provide for the sale or rental of a minimum of 15 percent of all units at prices affordable to moderate income households.
- d. Units sold or rented at prices affordable to low income households may be substituted for moderate income units at the rate of one low income unit for every two moderate income units required.
- e. A density bonus of two additional market rate units for every low income unit to be developed may be provided.
- f. A density bonus of up to one additional market rate unit for every moderate income unit in excess of those required to be developed may be provided, within environmental constraints.
- g. A developer may, upon concurrence of the Planning Commission and City Council as to the inappropriateness of developing inclusionary units on site, pay an in-lieu fee to the City or develop the required units elsewhere in Mill Valley.
- h. In-lieu fees are to equal the difference between the market value of the inclusionary units not developed and the maximum price a moderate income household could afford to pay.
- i. A system of resale controls shall insure the permanent affordability of inclusionary units to households in the originally targeted income categories (either low or moderate).

j. The City may waive or reduce fees for the inclusionary units.

k. The City will also consider the donation of land on site or off site as an alternative to providing the inclusionary units.

- . IMPLEMENTING ACTION: Continue to implement the inclusionary requirement. The City will work with the Marin County Housing Authority to establish resale controls to ensure that units remain affordable.

RESPONSIBLE AGENCY: City of Mill Valley; Marin County Housing Authority.

TARGET: 20 moderate income units.

(Assumptions: The development of 150 units subject to the inclusionary requirement).

- . IMPLEMENTING ACTION: The City will consider the following additional features:

a. Since the City has few sites remaining which can deliver over 10 units, consider the feasibility and appropriateness of requiring a sliding scale fee, as an inclusionary housing requirement, for projects less than 10 units. It would be the intent of this requirement not to act as a disincentive to providing housing when other land uses are allowed or to increase the price of what might be lower priced market rate units.

b. Explore an "in-lieu" fee requirement for office development in mixed use areas.

RESPONSIBLE AGENCY: City of Mill Valley

TARGET: Consider additions to the inclusionary requirement by July, 1986.

Policy 1.3: HOUSING DESIGN. To encourage a range of architectural styles with an emphasis upon clustered residential development.

PROGRAM APPROACH: Emphasize (in preliminary negotiations with developers) the environmental and potential density advantages of maximizing usable open space through clustered development.

- . IMPLEMENTING ACTION: Continue implementation by staff.

RESPONSIBLE AGENCY: City of Mill Valley

TARGET: On-going

Policy 1.4: MANUFACTURED HOUSING. The City recognizes manufactured housing as a viable housing type and will not preclude the installation of manufactured housing on permanent foundations in appropriate locations and with appropriate design considerations complementary to the neighborhood.

PROGRAM APPROACH: The City will continue to allow manufactured housing on permanent foundations under the Zoning Ordinance.

. IMPLEMENTING ACTION: Zoning Ordinance enforcement.

RESPONSIBLE AGENCY: City of Mill Valley

TARGET: 1 unit by 1990.

(Assumptions: This assumes design and market feasibility. The Zoning Ordinance was amended in 1982 to allow manufactured housing and no proposals have been received to date. This target is consistent with ABAG housing needs).

2. PROMOTING THE DEVELOPMENT AND RETENTION OF HOUSING AFFORDABLE TO LOW AND MODERATE INCOME FAMILIES

Policy 2.1: GOVERNMENT PROGRAMS AND OTHER FUNDING FOR NEW HOUSING CONSTRUCTION. In a cooperative public and private effort, the City will encourage developers (both for profit and non-profit) to utilize available government programs and funding from other sources for development of low-and-moderate income housing.

PROGRAM APPROACH: The City will continue to work with the Marin County Housing Authority, Marin County Planning Department, other government agencies, the San Francisco Foundation, etc., to encourage the use of state and federal housing program funds and other funds. The funding sources described below are available for new construction, but may be used countywide.

- a. Section 202 loans to finance rental and cooperative housing projects for the elderly or physically handicapped.
- b. Community Development Block Grants for low-income households.
- c. Construction bonds for financing new rental apartment units, with 20 percent for low-income households.
- d. Mortgage Revenue Bonds for first-time home buyers in new construction projects.
- e. San Francisco Foundation.

- . IMPLEMENTING ACTION: Continued City coordination and cooperation with non-profit groups, developers, and other agencies.

RESPONSIBLE AGENCY: City of Mill Valley.

TARGET: 10 low-income and 10 moderate-income units by 1990.
(Assumptions: Assumes continued funding and project sponsors; it is anticipated that about 200 units can be built countywide; a maximum target would be 10 percent of those in Mill Valley).

Policy 2.2: NEW AFFORDABLE RENTAL HOUSING. Encourage the development of low-income rental housing in future multi-family developments.

PROGRAM APPROACH: Using the City's Article 34 authority, develop small-scale low-income rental projects as a part of the development of the City's remaining multi-family sites.

- . IMPLEMENTING ACTION: Development of 32 low-income rental units in Pickleweed.

RESPONSIBLE AGENCY: City of Mill Valley

TARGET: 32 low-income rental units
(Assumptions: Assumes successful negotiations with the owner of the site and obtaining adequate funds through Community Development Block Grants, "in-lieu" fees and the San Francisco Foundation.)

- . IMPLEMENTING ACTION: Encourage the Housing Authority or non-profit groups to develop low-income rental projects. Opportunities will be encouraged on an ongoing basis.

RESPONSIBLE AGENCY: City of Mill Valley; Housing Authority; non-profit sponsors.

TARGET: 10 low-income rental units.
(Assumptions: Assumes the availability of funding, and an appropriate site).

Policy 2.3: FAST-TRACK PROCESSING: The City will facilitate processing and encourage development of affordable housing which meets special housing needs in the community.

PROGRAM APPROACH: Continue "fast-track" processing to reduce the permit processing period where possible for developments including low and moderate income housing.

- . IMPLEMENTING ACTION: The City will continue to implement these procedures in coordination with other review agencies.

RESPONSIBLE AGENCY: City of Mill Valley

TARGET: Reduce cost/price of below market rate housing units.

(Assumptions: Assumes that the project does not have significant environmental, safety or design constraints.)

Policy 2.4: CONDOMINIUM CONVERSION: In order to retain its existing affordable rental housing, the City will deter conversion of existing multiple family rental units to condominiums unless there is a clear public benefit.

PROGRAM APPROACH: The City adopted the Condominium Conversion Ordinance in 1977 and will continue to implement its requirements.

- . IMPLEMENTING ACTION: Continue to implement the Condominium Conversion Ordinance.

RESPONSIBLE AGENCY: City of Mill Valley

TARGET: Ongoing

- . IMPLEMENTING ACTION: Consider amending the ordinance to allow exceptions for limited equity cooperatives. Unlike "market-rate" cooperatives, a limited equity cooperative would place a limit on the increased share of the total value of the cooperative so that the "share" remains at an affordable level.

RESPONSIBLE AGENCY: City of Mill Valley

TARGET: Consider amendment by July, 1986

Policy 2.5: RENT SUBSIDY PROGRAMS. The City will encourage programs which make existing rental units affordable to low income households and the physically handicapped.

PROGRAM APPROACH: Continue to encourage and support existing rental subsidy programs administered by the Housing Authority.

- . IMPLEMENTING ACTION: Support the Housing Authority proposal to the San Francisco Foundation for additional funds to continue the Rebate for Marin Renters (RMR) program. Allocate funds as appropriate.

RESPONSIBLE AGENCY: City of Mill Valley; Housing Authority; San Francisco Foundation.

TARGET: 20 households provided assistance per year.
(Assumption: Funding from the San Francisco Foundation at about the previous level; Mill Valley's portion helped 18 families per year.)

- IMPLEMENTING ACTION: Continuation of the Section 8 Rental Assistance Program for low-income families.

RESPONSIBLE AGENCY: Housing Authority

TARGET: 25 very low-income households (elderly, handicapped, and families) provided assistance per year
(Assumption: The continuation of the program; currently 24 households receive assistance.)

- IMPLEMENTING ACTION: Continuation of Project Independence for the physically, mentally or developmentally disabled.

RESPONSIBLE AGENCY: Housing Authority

TARGET: 3 households provided assistance per year.
(Assumptions: Continued funding for the program; currently, Mill Valley has one household assisted.)

3. PROMOTING MEANS ENABLING EXISTING RESIDENTS TO PRESERVE AND IMPROVE THEIR HOMES

Policy 3.1: ACQUISITION OF EXISTING RENTAL HOUSING BY NON-PROFIT SPONSORS. The City will encourage non-profit sponsors to acquire and rehabilitate smaller rental properties as a means of preserving existing affordable housing.

PROGRAM APPROACH: The City's Planning and Building Department will provide non-profit sponsors with the support necessary for them to obtain funding commitments from government and non-government sources.

- IMPLEMENTING ACTION: Contact with various non-profit housing sponsors to see if there is interest in pursuing this program.

RESPONSIBLE AGENCY: City of Mill Valley; non-profit sponsors

TARGET: Initiate by January, 1985.
(Assumption: Feasibility and interest in pursuing program).

Policy 3.2: HOUSING REHABILITATION. In a cooperative effort of the public and private sector, the City will encourage the rehabilitation of older housing to preserve neighborhood character and to create safe, habitable dwelling units, and,

where possible, without significantly increasing costs to present low-and moderate-income residents.

PROGRAM APPROACH: Promote rehabilitation loan programs administered by the Housing Authority through increased public awareness (i.e. making pamphlets and other material available at City Hall, the library, etc.) and continue the City's presale inspection program.

- IMPLEMENTING ACTION: Continuation of the Residential Rehabilitation Loan Program for low and moderate income homeowners.

RESPONSIBLE AGENCY: Housing Authority

TARGET: 20 units rehabilitated by 1990.
(Assumption: Mill Valley residents historically have received 12 percent of the loans funded; 13 units have been provided assistance. The County generally funds about 30 loans per year.).

- IMPLEMENTING ACTION: Continuation of Section 8 Moderate Rehabilitation Program for owners of rental units.

RESPONSIBLE AGENCY: Housing Authority

TARGET: 5 rental units rehabilitated by 1990.
(Assumption: Continued funding for the program; to date, no units have been rehabilitated in Mill Valley under this program)

- IMPLEMENTING ACTION: The City will continue to inspect all residential units upon sale. The inspections concentrate on safety related matters to assure that the units are safe and conform to the building code.

RESPONSIBLE AGENCY: City of Mill Valley

TARGET: 1,210 presale inspections by 1990.
(Assumption: Assumes a rate of about 220 units per year, which is slightly higher than the 1983 turnover rate).

- IMPLEMENTING ACTION: The City will consider applying for CDBG funds to evaluate housing and neighborhood conditions in selected areas and will take steps as needed. For example, establishing a revolving housing fund for rehabilitation loans to homeowners.

RESPONSIBLE AGENCY: City of Mill Valley.

TARGET: Consider study by July, 1985.

Policy 3.3: ENERGY CONSERVATION. The City will encourage energy conservation improvements in existing housing.

PROGRAM APPROACH: Encourage energy conservation programs administered by the County and Marin Citizens for Energy Planning (MCEP) by increasing citizen awareness.-

- . IMPLEMENTING ACTION: Continuation of MCEP Home Weatherization program, which serves low-income homeowners.

RESPONSIBLE AGENCY: MCEP

TARGET: 25 units provided energy conservation improvements. (Assumption: Mill Valley having about 6 percent of the estimated 450 units countywide that are expected to be improved through this program).

Policy 3.4: **DISPLACEMENT OF RESIDENTIAL UNITS.** The City discourages the displacement of existing residential uses to other uses or to higher priced housing unless there is a clear public benefit or equivalent housing can be provided.

PROGRAM APPROACH: The City will evaluate this issue on a case-by-case basis and as part of an overall evaluation of City regulations.

- . IMPLEMENTING ACTION: Review of existing city regulations regarding the conversion of residential uses to other uses..

RESPONSIBLE AGENCY: City of Mill Valley

TARGET: July, 1986.

4. PROMOTING DEVELOPMENT IN AREAS WHERE IT NOT INTERFERE WITH THE QUALITY OF THE NATURAL AND MAN-MADE ENVIRONMENT

Policy 4.1: **LOCATION AND DENSITY OF DEVELOPMENT.** Encourage relatively higher density development in the Alto Bowl and East Mill Valley Bayfront areas within the slope and traffic constraints imposed by the terrain and circulation. Single family detached and attached housing should be developed on an infill basis and at lower densities in Blithedale Canyon, Middle Ridge, and Cascade Canyon.

PROGRAM APPROACH: Evaluate more specific policies as part of the General Plan revision.

- . IMPLEMENTING ACTION: General Plan Revision.

RESPONSIBLE AGENCY: City of Mill Valley

TARGET: 1984/85

Policy 4.2: SCHOOL AND UTILITY SITES. The City recognizes existing school sites and utility facilities as important assets to the community. If sites are surplus by the School Districts or utilities, the City will determine the best use of this valuable land resource consistent with the General Plan.

PROGRAM APPROACH: Work with the school districts and utility companies on an ongoing basis. Evaluate sites as part of the General Plan revision.

. IMPLEMENTING ACTION: General Plan Revision.

RESPONSIBLE AGENCY: City of Mill Valley

TARGET: 1984/85

5. LIMITING DEVELOPMENT IN AREAS WHERE HAZARDS TO LIFE AND PROPERTY EXIST

Policy 5.1: AREAS WITH HAZARDS. Continue to prohibit development in those areas identified in the Public Health and Safety Element of the General Plan as subject to fire hazards, flooding, ground failure, and subsidence. Such areas include portions of the Cascade, Fern and Warner Canyons, the Blithedale Ridge, and parts of the East Mill Valley Bayfront area.

PROGRAM APPROACH Evaluate more specific policies as part of the General Plan revision.

. IMPLEMENTING ACTION: General Plan Revision.

RESPONSIBLE AGENCY: City of Mill Valley

TARGET: 1984/85

6. GENERALLY MAINTAINING THE PRESENT SCALE
OF DEVELOPMENT IN EXISTING RESIDENTIAL NEIGHBORHOODS
WHILE ALLOWING THE REGULATED CREATION OF
ADDITIONAL HOUSING

Policy 6.1: SCALE AND TYPE OF NEW DEVELOPMENT. New development in existing residential areas must be of a scale and type complementary to existing development.

PROGRAM APPROACH: Evaluate more specific policies as part of the General Plan revision.

. IMPLEMENTING ACTION: General Plan Revision.

RESPONSIBLE AGENCY: City of Mill Valley

TARGET: 1984/85

Policy 6.2: PROJECT DESIGN. The design of new development shall be complementary to that of the existing architecture and be within the guidelines set forth in the Community Design Element.

PROGRAM APPROACH: Evaluate more specific policies as part of the General Plan revision.

. IMPLEMENTING ACTION: General Plan Revision.

RESPONSIBLE AGENCY: City of Mill Valley

TARGET: 1984/85

Policy 6.3: TRAFFIC IMPACTS. Related transportation and land use policies shall ensure that traffic is kept at a minimum in the designated neighborhoods. Through-traffic shall be channeled to arterials which do not dissect residential areas; the level of development on undeveloped lands which can only be served by roads passing through existing neighborhoods shall be limited to densities which will not adversely affect the existing neighborhoods.

PROGRAM APPROACH: Evaluate more specific policies as part of the General Plan revision.

. IMPLEMENTING ACTION: General Plan Revision.

RESPONSIBLE AGENCY: City of Mill Valley

TARGET: 1984/85

Policy 6.4: SECOND UNITS. Allow second units to be developed on existing single family properties when they are not found to induce significant adverse traffic or environmental impacts.

PROGRAM APPROACH: The City adopted a Second Unit Ordinance in May, 1983. The ordinance establishes procedures for legalizing existing second units and permitting the development of new units.

. IMPLEMENTING ACTION: Continue to implement ordinance.

RESPONSIBLE AGENCY: City of Mill Valley

TARGET: 44 new second units by 1990.

(Assumption: 8 new units per year, which is about what existing trends show.)

7. ENCOURAGING RESIDENTIAL USES IN COMMERCIAL AREAS

Policy 7.1: MIXED USE AREAS. Encourage residential development in the northern portions of the Alto Center area and conditionally permit residential development along lower Miller Avenue and in Lytton Square.

PROGRAM APPROACH: Continue to implement this policy on a case-by-case basis and develop more specific policies and implementation procedures/incentives for the downtown area.

. IMPLEMENTING ACTION: Develop a more specific set of policies and actions for mixed use in the downtown area. This could be done during the General Plan revision or afterwards. The specific plan would evaluate sites and areas for mixed uses and also incentives for the development of mixed use residential units. Examples of incentives include:

- a. Areas where the RM-1.5 (1,500 square feet of land per unit) could be reduced to 1,000 square feet of land per unit.
- b. Increasing height limits or story limits.
- c. Flexible parking requirements.
- d. Sites targeted for CDBG or other funding.

The intent of this study would be to comprehensively look at mixed use development in concert with parking, land use, design, traffic and other concerns. This could be done either as part of the General Plan revision or after the revision is completed.

RESPONSIBLE AGENCY: City of Mill Valley

TARGET: 30 multiple family units by 1990: completion of plan by July, 1987.

8. ASSURING NON-DISCRIMINATION

Policy 8.1: HOUSING DISCRIMINATION. The City is committed to provided housing opportunities for all people and will take appropriate actions to prevent housing discrimination in the local housing market.

PROGRAM APPROACH: Coordinate with public and non-profit agencies such as Landlord Tenant Mediation Services, Marin Center for Independent Living, Housing Authority, etc. to implement this policy. The City will concentrate on eliminating housing discrimination against families with children since this is the major housing discrimination problem in Marin County.

- IMPLEMENTING ACTION: Continue to work with public and non-profit agencies on a case-by-case basis as needed.

RESPONSIBLE AGENCY: City of Mill Valley

TARGET: Ongoing

FIVE-YEAR ACTION PLAN

The summary below highlights specific implementing actions intended to achieve the goal and objectives of Mill Valley's Housing Element. In some cases, these are time referenced when a particular date can be established. Some are ongoing actions intended to be undertaken by the City. Other actions are intended to be undertaken by other public agencies or groups.

The unit targets, if any, are shown in parenthesis. It should be noted that many of these actions and targets are dependent on the availability of program funding, housing market conditions and other variables which are outside of the City's control.

1984 - 1990 FIVE-YEAR ACTION PLAN SUMMARY

<u>ACTION</u>	<u>RESPONSIBLE AGENCY</u>	<u>DATE (Target)</u>
GENERAL		
1. Revise Mill Valley General Plan	City	1984-1985
MAINTAINING DIVERSITY IN THE PRICE AND TYPE OF HOUSING		
2. Processing new projects	City	On-going (495 new units)
3. Possible processing changes	City	January, 1986
4. Inclusionary Housing	City	On-going (20 new BMR units)
5. Consider new inclusionary requirements for offices and projects smaller than 10 units.	City	July, 1986
6. Encourage range of styles and clustering of development.	City	On-going
7. Manufactured housing standards	City	On-going
PROMOTING THE DEVELOPMENT AND RETENTION OF HOUSING AFFORDABLE TO LOW AND MODERATE INCOME FAMILIES		
8. New Housing Construction	City Developers	(10 units low and 10 moderate income units)
9. Pickleweed	City	(32 low-income rental units)
10. Other low-income	City	(10 low-income

Rental Projects	Housing Authority Non-Profit Sponsor	rental units)
11. "Fast-Track" processing of low- and moderate income projects.	City	On-going
12. Condominium Conversion Ordinance	City	On-going
13. Consider exempting Limited Equity Cooperatives from Condominium Conversion requirements.	City	July, 1986
14. Rebate for Marin Renters	City Housing Authority San Francisco Foundation	(20 low-income households per year)
15. Section 8 Rental Assistance	Housing Authority	(25 very low- income households per year)
16. Project Independence	Housing Authority	(3 low-income households per year)

PROMOTING MEANS ENABLING EXISTING
RESIDENTS TO PRESERVE AND IMPROVE THEIR HOMES

17. Acquisition of existing rental housing by Non-profit Sponsors	City Non-profit Sponsors	(10 rental units rehabilitated)
18. Residential Rehabilitation Loan Program	Housing Authority	(20 low-income units rehab- ilitated)
19. Section 8 Moderate Rehabilitation Program (rehabilitated)	Housing Authority	(2 rental units rehabilitated)
20. Pre-sale Inspections	City	On-going (1,210 inspections)
21. Home Weatherization Program	Marin Citizens for Energy Planning	(Energy conservation improvements for 25 units)

22. Review existing City regulations for their potential in allowing residential conversions.	City	July, 1986
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GENERALLY MAINTAINING THE PRESENT SCALE
OF DEVELOPMENT IN EXISTING RESIDENTIAL NEIGHBORHOODS
WHILE ALLOWING THE REGULATED CREATION OF ADDITIONAL HOUSING

23. Second Units	City	(44 new second units)
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ENCOURAGING RESIDENTIAL USES IN
COMMERCIAL AREAS

24. Mixed Use Areas	City	(30 new multiple family units)
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ASSURING NON-DISCRIMINATION

25. Take appropriate actions as needed to eliminate discrimination	City Other agencies	On-going
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APPENDICES

Data Summary and Tables

1. Population Characteristics
2. Employment Characteristics
3. Housing Stock Characteristics
4. Household Characteristics
5. Future Projections

DATA SUMMARY

The 1970 and 1980 U.S. Census and other data available from the State Department of Finance and other agencies, provide a "factual" picture of Mill Valley and the changes experienced in the City since 1970. In addition, projections on future trends and housing needs by the Association of Bay Area Governments (ABAG) have also been included. Most of this data has been examined in terms of Mill Valley and its relationship to Marin County as a whole. The purpose of this analysis is to provide a picture of the City and how it compares to the County and to provide an understanding of housing issues as a point of departure for planning for housing needs. The summary below, and tables which follow, divide the information into five parts: (1) population; (2) employment; (3) housing stock; (4) household characteristics; and (5) future projections.

Population Characteristics

- o In 1970, 6.3 percent of the residents in Marin County lived in the City of Mill Valley, by 1983 this decreased to 5.7 percent.
- o Between 1970 and 1984; the population of the City of Mill Valley decreased by 1.4 percent from 12,942 to 12,759.
- o A comparison of population by age in the County and City reveals that Mill Valley's population in 1980 was slightly older, and the proportion of residents 55 and over living in the City is higher than the County as a whole (22.2 percent of the population in Mill Valley compared to 19.6 percent in the County as a whole).
- o The proportion of people over 55 living in Mill Valley increased by 2 percent between 1970 and 1980. In the County as a whole the proportion of residents 55 and over increased by almost 4 percent between 1970 and 1980.
- o The fastest growing age group population in the County are those over 55 years of age. However, in Mill Valley the fastest growing age group population are those between 25 and 44.
- o Countywide, the population increased by 8 percent between 1970 and 1980. The greatest rate of growth was for those 65 and over. That age group increased by 41.6 percent. The number of people aged 65 and over increased 68 percent during the last decade. In Mill Valley, the number of people 65 and over increased by 2.25 percent while the City's actual population increased only 2 percent.
- o In 1970, 62 percent of the residents of the County and 60 percent of the residents of the City were married. In 1980, the percentage of married couples dramatically decreased to about 50 percent of the population countywide and 45 percent in Mill Valley

- o The number of single, separated, widowed and divorced people in Mill Valley has increased from 30.2 percent of the population in 1970 to 45.3 percent of the population in 1980.
- o In numerical terms, the number of single, separated, widowed and divorced people in Marin County increased by slightly more than 30,000 people between 1970 and 1980. In Mill Valley, the number increased by almost 2,000 people between 1970 and 1980.
- o The number of school-age children (5-18 years of age) decreased by over 11,000 children between 1970 and 1980 countywide (from 53,782 to 42,415). As a proportion of the population countywide, school-age children comprised 26.6 percent in 1970 compared to 19.1 percent in 1980. In Mill Valley there has been a decline in school-age children from 3,045 in 1970 to 2,370 in 1980. As a proportion of the population, the percentage of school-age children decreased in Mill Valley from 23.5 percent in 1970 to 18.3 percent in 1980.

Employment Characteristics

- o The labor force participation rate countywide increased from 60 percent to 69 percent of the population over 15 years of age during the last decade. The rate of increase was 41.1 percent. Labor force participation by women increased almost 72 percent over the same time period. In Mill Valley total labor force participation increased 22.9 percent between 1970 and 1980 and the participation rate of women increased 45.4 percent. The participation rate for those over 15 in Mill Valley increased from 62.0 percent in 1970 to 75.5 percent in 1980.
- o Managers, administrators and technical people make up over 40 percent of those employed in the County as a whole and in the City. These are generally higher paying jobs. There has also been growth in what would be considered lesser paying occupations, such as sales and service workers.
- o In 1980 42 percent of the employed residents of Mill Valley worked in Marin County; approximately 50 percent of those worked in Mill Valley itself.

Housing Stock Characteristics

- o In 1970 there were 4784 housing units in Mill Valley, which increased to 5,759 units in 1984.
- o The average sales prices for single-family homes has increased from \$127,935 in 1978 to \$199,935 in 1983 in Mill Valley. This represents a 56 percent increase over the six year period. However, prices fell an average of 5.1 percent from 1981 to 1982 due to high interest rates and economic recession nationwide. In the County as a whole the average price rose from \$108,730 in 1978 to \$186,793 in 1983.

- o In 1983 single-family units comprised 71 percent of the housing stock and multi-family units comprised 17.6 percent. However, multiple family units are being built at a fast rate than single family homes.
- o The median rent in Mill Valley in 1980 was \$396; countywide it was \$348.

Household Characteristics

- o 60.8 percent of the units in Mill Valley were owner-occupied in 1980 and 36.6 percent were renter-occupied. Countywide, the split was 57.6 percent owner-occupied and 38.5 percent renter-occupied.
- o The vacancy rate in 1980 was 2.5 percent. When there is a low vacancy rate, housing also tends to become overcrowded. However, almost 30 percent of these overcrowded units were severely overcrowded (having more than 1.5 persons per room). This is lower than the countywide figure of 38 percent (percentage of severely overcrowded to the total number of overcrowded units).
- o In 1980 in Mill Valley 28 percent of the households earned less than \$15,000 per year. A large number of households in 1980 were paying more than 25 percent of their income on housing. In fact, in 1980 City-wide 43 percent of the households paid more than 25 percent of their income on housing.
- o Over 28 percent of the rental units had at least one person over 65 years of age.
- o The average household size in Mill Valley declined from 2.7 in 1970 to 2.25 in 1983. Countywide the average household was 2.38 in 1980.
- o Single person households in Mill Valley comprised 31.9 percent of the total occupied households in 1980, compared to 26.8 percent countywide.
- o In 1970, about 9 percent of the County's households were headed by females compared to about 11 percent in Mill Valley. In 1980, the 14 percent (from 4,882 in 1970 to 7,602 in 1980). In Mill Valley the proportion increased to 34 percent of the households in 1980 (from 378 in 1970 to 1877 in 1980). About 22 percent of the female-headed households in Mill Valley in 1980 had children under 18 years of age.
- o 95.5 percent of the City's occupied housing units in 1980 were occupied by white households. Compared to the County as whole, the percentage of white households was slightly higher (almost 95 percent). The largest ethnic group in Mill Valley were Asian and Pacific Islanders and in the County were Hispanics (Spanish Surname/Language).

- o Trends show a significant decrease in the average family size both in the County as a whole and in Mill Valley. In Mill Valley, the average family size has decreased 16.6 percent between 1970 and 1983, from 2.70 to 2.25 persons per household.

Future Trends

- o Declining household size means there is a need for more housing units to house the same population. Projections for the year 2000 by ABAG for the Mill Valley planning area show an increase in population (from 22,688 to 23,000 in 2000) and an increase in households (from 9,595 in 1980 to 10,740 in 2000). Therefore, over the next twenty years the population is projected to increase by 1.4 percent and the number of households is expected to increase by 11.9.
- o The number of jobs in the planning area is expected to increase by 606 (from 5,194 to 5,800) between 1980 and the year 2000.
- o Of the 916 units allocated by ABAG as Mill Valley's projected housing need to 1990, 572 are owner-occupied and 344 are renter-occupied. By income group they include 174 Very Low Income (50 percent or less of the Bay Area median); 137 Low Income (50-80 percent); 174 Moderate (80-120 percent); and 431 Above Moderate (120 percent and above). The Bay Area median income for a family of three, for example is \$28,400.

POPULATION CHARACTERISTICS

1. 1970-1980 Population by Age Group
2. 1980 Older Age Group Population
3. 1970-1980 Marital Status of Population
Over 14 Years Old

1 1970-1980 POPULATION BY AGE GROUP
(Source: 1970; 1980 U.S. Census)

MARIN COUNTY

Age Group	1970	Percent	1980	Percent	Percent Change
Under 5	15,497	7.5%	10,878	4.7%	-29.8%
5-9	19,587	9.5	12,169	5.5	-37.9
10-14	20,045	9.7	16,027	7.2	-20.0
15-18	14,150	6.9	14,220	6.4	0.5
19-24	17,714	8.6	19,613	8.8	10.7
25-34	31,792	15.4	45,031	20.2	41.6
35-44	28,757	14.0	35,245	15.8	22.6
45-54	26,326	12.8	25,776	11.6	-2.1
55-64	16,986	8.2	22,096	9.9	30.1
65-74	9,210	4.8	12,910	5.8	40.2
75 and above	5,974	2.9	8,603	3.9	44.0
TOTAL	206,038	100	222,568	100	8.0
Median Age	29.8	-	33.6	-	-

1970-1980 POPULATION BY AGE GROUP
(Source: 1970; 1980 U.S. Census)

MILL VALLEY

Age Group	1970	Percent	1980	Percent	Percent Change
Under 5	922	7.1%	532	4.1%	-42.3%
5-9	1,158	8.9	636	4.9	-45.0
10-14	1,112	8.6	950	7.3	-14.6
15-18	775	6.0	784	6.0	1.2
19-24	842	6.5	868	6.7	3.1
25-34	1,931	14.9	2,606	20.1	35.0
35-44	1,857	14.3	2,262	17.4	21.8
45-54	1,737	13.4	1,446	11.2	-16.7
55-64	1,228	9.5	1,192	9.2	- 2.9
65-74	770	5.9	847	6.5	10.0
75 and above	610	4.7	844	6.5	38.4
TOTAL	12,942	100	12,967	100	0.2
Median Age	33.1		35.5		

2 1980 OLDER AGE GROUP POPULATION
(Source: 1980 U.S. Census)

MARIN COUNTY

Age Group	Number	Percent of Total	Male	Percent	Female	Percent
65 and above	21,513	9.7%	8,475	40%	13,038	60%
75 and above	8,603	3.9	2,804	33	5,799	67
85 and above	2,268	1.0	594	26	1,674	74
TOTAL POPULATION	222,568	100	109,260	49	113,308	51

MILL VALLEY

Age Group	Number	Percent of Total	Male	Percent	Female	Percent
65 and above	1,691	13.0%	567	36%	1,124	66%
75 and above	844	6.5	219	26	625	74
85 and above	296	2.3	72	24	224	76
TOTAL POPULATION	12,967	100	6,049	47	6,918	53

3 1970-1980 MARITAL STATUS OF POPULATION OVER 14 YEARS OLD
(Source: 1970; 1980 U.S. Census)

MARIN COUNTY

Marital Status	1970	Percent	1980	Percent	Percent Change
Single	38,932	25.2%	53,498	29.2%	37.4%
Married	96,301	62.2	94,985	51.8	-1.4
Separated	2,261	1.5	4,442	2.4	96.5
Widowed	8,825	5.7	10,791	5.9	22.3
Divorced	8,453	5.5	19,778	10.8	134.0
(Female Divorced)	(5,054)	(3.3)	(11,627)	(6.3)	(130.0)
TOTAL	154,772	100	183,494	100	18.6

MILL VALLEY

Marital Status	1970	Percent	1980	Percent	Percent Change
Single	2,354	23.7%	3,325	30.6%	41.2%
Married	6,033	60.7	4,970	45.8	-17.6
Separated	149	1.5	275	2.5	84.5
Widowed	828	8.3	892	8.2	7.7
Divorced	581	5.8	1,387	12.7	138.7
(Female Divorced)	(408)	(4.1)	(849)	(7.8)	(108.0)
TOTAL	9,945	100	10,849	100	(90.8)

EMPLOYMENT CHARACTERISTICS

4. 1970-1980 Population by Occupation
5. 1970-1980 Labor Force Participation
6. 1980 Population by Place of Employment

4 1970-1980 POPULATION BY OCCUPATION
(Source: 1970; 1980 U.S. Census)

MARIN COUNTY

Occupation	1970	Percent	1980	Percent	Percent Change
Managers, Admin., Technical, etc.	31,608	39.2%	47,416	40.6%	50.0%
Sales Workers	9,247	11.5	17,653	15.1	90.9
Clerical and Other Admin. Support	15,945	19.8	19,232	16.5	20.6
Service Workers	9,119	11.3	13,617	11.6	49.3
Laborers	2,400	3.0	2,580	2.2	7.5
Farming, Forestry, etc.	690	0.8	1,772	1.5	156.8
Precision Crafts	7,229	9.0	10,498	9.0	45.2
Transportation	1,573	2.0	2,008	1.7	27.6
Machine Operators	2,809	3.5	2,034	1.7	-27.6
TOTAL	80,620	100	116,810	100	44.9

MILL VALLEY

Occupation	1970	Percent	1980	Percent	Percent Change
Managers, Admin., Technical, etc.	2,534	45.1%	3,486	49.6%	37.6%
Sales Workers	714	12.7	995	14.1	39.4
Clerical and Other Admin. Support	1,194	21.3	935	13.3	-21.7
Services Workers	511	9.1	669	9.5	30.9
Laborers	117	2.1	109	1.5	- 6.8
Farming, Forestry, etc.	-	-	97	1.4	-
Precision Crafts	345	6.1	515	7.3	49.3
Transportation	80	1.4	107	1.5	33.7
Machine Operators	123	2.2	105	1.4	-14.6
TOTAL	5,618	100	7,018	100	24.9

5 1970-1980 LABOR FORCE PARTICIPATION
(Source: 1970; 1980 U.S. Census)

MARIN COUNTY

Status	1970	1980	Percent Change
Total Labor Force	88,417	124,791	41.1%
Female Labor Force	(31,695)	(54,496)	71.9
(Percent Female)	(35.8)	(43.7)	-
Male Labor Force	(56,722)	(70,295)	23.9
(Percent Male)	(64.2)	(56.3)	-
Unemployed	3,937	4,785	-
Labor Force Participation Rate (Percent of total population 16 and over)	60%	69%	-

MILL VALLEY

Status	1970	1980	Percent Change
Total Labor Force	5,894	7,245	22.9%
Female Labor Force	(2,297)	(3,341)	(45.4)
(Percent Female)	(39.0%)	(46.0%)	-
Male Labor Force	(3,597)	(3,904)	(8.5)
(Percent Male)	(61.0%)	(53.8%)	-
Unemployed	256	227	-11.3
Labor Force Participation Rate (Percent of total population 16 and over)	62.0%	75.5%	

**6 1980 POPULATION BY PLACE OF
EMPLOYMENT**
(Source: 1970; 1980 Census)

MARIN COUNTY

Location of Employment	Number	Percent
Marin County	57,946	50.4%
San Francisco	34,848	30.3
Other	8,206	7.1
Not Reported	14,062	12.2
TOTAL	115,062	100

MILL VALLEY

Location of Employment	Number	Percent
Marin County	2,900	41.8%
(Mill Valley)	(1,429)	(20.6)
San Francisco	2,908	41.9
Other	378	5.5
Not Reported	748	10.8
TOTAL	6,934	100

HOUSING STOCK CHARACTERISTICS

7. 1970-1983 Housing Units by Type
8. 1980 Value of Owner-occupied Housing Units
9. 1978-1983 Average Sales Price for a Single Family Home
10. 1980 Average Housing Cost for Rental Units
11. 1970-1980 Size of Housing Units
12. 1970-1980 Housing Units and Number of Bedrooms
13. 1980 Age of the Housing Stock in San Anselmo
14. 1980 Housing Units Lacking Indoor Plumbing

7 1970-1983 HOUSING UNITS BY TYPE
 (Source: 1970 U.S. Census; State Dept. of Finance)

MARIN COUNTY

Units by Type	1970	Percent	1983	Percent	Percent Change
Single Units	52,091	72.4%	63,801	67.5%	22.4%
2-4 Units	7,205	10.0	9,404	10.0	30.5
5 Plus Units	11,943	16.6	19,603	20.8	64.1
Mobilehomes	721	1.0	1,579	1.7	119.0
TOTAL	71,960	100	94,467	100	31.3

MILL VALLEY

Units by Type	1970	Percent	1983	Percent	Percent Change
Single Units	3,868	81.4%	4,086	71.6%	5.6%
2-4 Units	436	9.2	602	10.5	38.1
5 Plus Units	438	9.2	1,014	17.8	131.5
Mobilehomes	0	0	5	.08	-
TOTAL	4,742	100	5,707	100	20.4

8 1980 VALUE OF OWNER-OCCUPIED HOUSING UNITS
(Source: 1980 U.S. Census)

MARIN COUNTY			MILL VALLEY		
Value	Number	Percent	Number	Percent	Percent of County
Less than \$30,000	277	0.8%	11	0.5%	4.0%
\$30,000-\$49,999	670	1.5	34	1.2	5.1
\$50,000-\$79,999	2,434	5.7	131	4.7	5.4
\$80,000-\$99,999	3,873	9.0	162	5.8	4.2
\$100,000-\$149,999	13,994	32.6	594	21.4	4.2
\$150,000-\$199,999	9,588	22.4	683	24.6	7.1
More than \$200,000	12,033	28.1	1,161	41.8	9.6
TOTAL	42,869	100	2,776	100	6.5
Median Value	\$151,000		\$183,400		

9 1978-1983 AVERAGE SALES PRICE FOR A SINGLE FAMILY HOME
(Source: Marin County Board of Realtors)

MARIN COUNTY				MILL VALLEY		
Year	Number Sold	Average Price	Annual Change	Number Sold	Average Price	Annual Change
1978	3,921	\$108,730	-	486	\$127,935	-
1979	3,648	\$137,925	26.9%	473	159,335	24.5
1980	2,120	\$168,508	22.2%	309	193,627	21.5
1981	1,671	\$177,666	5.4%	207	212,357	9.7
1982	1,154	\$182,553	2.8%	158	201,632	-5.1
1983	2,275	\$186,793	2.3%	341	199,935	-0.8
Six-Year Percent Change in Price		+71.8% (12%/Year)		+56.3 (9.4%/Year)		

10 1980 AVERAGE HOUSING COST FOR RENTAL UNITS
(Source: 1980 U.S. Census)

Renter-Occupied Cost	MARIN COUNTY		MILL VALLEY		
	Number	Percent	Number	Percent	Percent of County
Less than \$150	1,528	4.4%	95	4.7%	6.2%
\$150-\$199	1,772	5.2	88	4.3	4.9
\$200-249	3,635	10.6	123	6.1	3.4
\$250-\$299	5,027	14.6	251	12.4	4.9
\$300-\$399	9,528	27.7	578	28.7	6.0
\$400-\$499	5,414	15.7	309	15.3	5.7
More than \$500	6,073	17.7	526	26.1	8.6
No Cash Rent	1,408	4.1	47	2.3	3.3
TOTAL	34,385	100	2,017	100	-
Median Rent	\$348		\$396		

11 1970-1980 SIZE OF HOUSING UNITS
(Source: 1970; 1980 U.S. Census)

MARIN COUNTY

Number of Rooms	1970	Percent	1980	Percent	Percent Change
1 Room	1,209	1.7%	1,697	1.8%	40.4%
2 Rooms	2,801	4.0	4,310	4.7	53.9
3 Rooms	7,610	10.8	10,211	11.1	34.2
4 Rooms	12,717	18.0	16,628	18.0	30.8
5 Rooms	15,639	22.1	18,277	19.8	16.9
6 or more Rooms	30,726	43.4	41,234	44.6	34.2
TOTAL	70,702	100	92,357	100	30.6
Median Number of Rooms/Unit	5.2	-	5.2	-	-

MILL VALLEY

Number of Rooms	1970	Percent	1980	Percent	Percent Change
1 Room	67	1.4%	55	1.0%	-17.9%
2 Rooms	106	3.3	274	4.9	71.2
3 Rooms	459	9.6	622	11.0	35.5
4 Rooms	829	17.3	934	16.6	12.6
5 Rooms	1,186	28.4	1,232	21.9	3.8
6 or more Rooms	2,083	43.6	2,518	44.7	20.8
TOTAL	4,784	100	5,635	100	17.7
Median Number of Rooms/Unit	5.2	-	5.3	-	-

12 1970-1980 HOUSING UNITS AND NUMBER OF BEDROOMS
 (Source: 1970; 1980 U.S. Census)

MARIN COUNTY (1970)

Number of Bedrooms	1970	Percent	Owner- Occupied	Percent	Renter- Occupied	Percent
None and One Bedroom	13,020	18.4%	2,242	5%	9,916	37%
Two Bedrooms	20,206	28.5	8,874	22	10,087	38
Three or more Bedrooms	37,689	53.1	30,038	73	6,449	25
TOTAL	70,915	100	41,154	100	26,452	100

MARIN COUNTY (1980)

Number of Bedrooms	1980	Percent	Owner- Occupied	Percent	Renter- Occupied	Percent	1970-1980 Percent Change
None and One Bedroom	16,382	17.7%	2,648	5%	12,752	36%	25.8%
Two Bedrooms	28,534	30.9	12,541	24	14,592	41	41.2
Three or more Bedrooms	47,472	51.4	38,107	71	8,083	23	26.0
TOTAL	92,388	100	53,196	100	35,527	100	30.3

1970-1980 HOUSING UNITS AND NUMBER OF BEDROOMS
(Source: 1970; 1980 U.S. Census)

MILL VALLEY (1970)

Number of Bedrooms	1970	Percent	Owner- Occupied	Percent	Renter- Occupied	Percent
None and One Bedroom	807	17.5%	153	5.0%	588	40.9%
Two Bedrooms	1,246	27.0	782	25.8	423	29.5
Three or More Bedrooms	2,567	55.5	2,100	69.2	425	29.6
TOTAL	4,620	100	3,035	100	1,436	100

MILL VALLEY (1980)

Number of Bedrooms	1980	Percent	Owner- Occupied	Percent	Renter- Occupied	Percent	1970-1980 Percent Change
None and One Bedroom	1,141	20.3%	222	6.5%	882	42.8%	41.4%
Two Bedrooms	1,844	32.7	1,047	30.5	738	35.9	48.0
Three or More Bedrooms	2,641	46.9	2,156	63.0	438	21.3	2.9
TOTAL	5,626	100	3,425	100	2,058	100	21.7

13 1980 AGE OF THE HOUSING STOCK IN SAN ANSELMO
(Source: 1980 U.S. Census)

MILL VALLEY

Year Built	Total Units	Percent of Total	Owner- Occupied	Percent	Renter- Occupied	Percent
1979-1980	149	2.6%	51	1.5%	81	3.9%
1975-1978	361	6.4	122	3.5	229	11.1
1970-1974	450	8.0	215	6.2	220	10.7
1960-1969	977	17.4	628	18.3	333	16.2
1950-1959	1,296	23.0	885	25.8	393	19.1
1940-1949	843	15.0	524	15.3	294	14.3
1939 or earlier	1,552	27.6	1,009	29.4	508	24.7
TOTAL	5,628	100	3,434	100	2,058	100

14 1980 HOUSING UNITS LACKING INDOOR PLUMBING
(Source: 1980 U.S. Census)

MARIN COUNTY

MILL VALLEY

Occupancy Status	Number	Percent	Number	Percent	Percent of County
Owner-Occupied	211	27.6%	11	39.3%	1.4%
Renter-Occupied	477	62.4	13	46.4	2.7
Vacant	77	10.0	4	14.3	10.0
TOTAL	765	100	28	100	3.7
Percent of All Units		0.8%		0.5%	

HOUSEHOLD CHARACTERISTICS

15. 1970-1983 Population, Housing Units and Average Household Size
16. 1970-1980 Housing Tenure and Vacancy Rate
17. 1970-1983 Vacancy Rate Estimate
18. 1970-1980 Household Income
19. 1980 Number of Households Paying over 25/35 Percent of Their Income on Housing
20. 1970-1980 Marital Status and Number of Families with Children
21. 1970-1980 Number of Persons in Households
22. 1980 Housing Overcrowding (Over 1.01 Persons/Room)
23. 1980 Types of Households
24. 1980 Occupancy Status of Households with One or More Persons Over 65 Years of Age
25. 1980 Living Arrangements of Population Over 65 Not Living in an Institution
26. Ethnic Distribution in Occupied Housing Units
27. 1980 Length of Residence This Unit

15 1970-1983 POPULATION, HOUSING UNITS AND AVERAGE
HOUSEHOLD SIZE
(Source: 1980 U.S. Census; State Dept. of Finance)

MARIN COUNTY

	1970	1983	Percent Change
Total Population	206,038	223,849	8.6%
Population in Households	198,717	216,327	8.9
Population in Group Quarters	7,321	7,522	2.7
Total Housing Units	71,241	94,467	32.6
Average Household Size	2.79	2.38	-14.7

MILL VALLEY

	1970	Percent of County	1983	Percent of County	Percent Change
Total Population	12,942	6.3%	12,868	5.7%	-0.6
Population in Households	12,732	6.4	12,567	5.8	-1.2
Population in Group Quarters	208	2.8	301	0.4	44.7
Total Housing Units	4,792	6.7	5,707	6.0	19.1
Average Household Size	2.70	-	2.25	-	-16.6

16 1970-1980 HOUSING TENURE AND VACANCY RATE
(Source: 1970; 1980 Census)

MARIN COUNTY

Occupancy Status	1970	Percent	1980	Percent	Percent Change
Owner-Occupied	41,154	58.2%	53,196	57.6%	29.3%
Renter-Occupied	26,452	37.4	35,527	38.5	34.3
Vacant	3,096	4.4	3,634	3.9	17.4
TOTAL	70,702	100	92,357	100	30.6

MILL VALLEY

Occupancy Status	1970	Percent	1980	Percent	Percent Change
Owner-Occupied	3,177	66.4%	3,435	61.0%	8.1%
Renter-Occupied	1,478	30.8	2,058	36.5	39.2
Vacant	137	2.8	142	2.5	3.6
TOTAL	4,792	100	5,635	100	17.6

17 1970-1983 VACANCY RATE ESTIMATE
 (Source: 1970; 1980 U.S. Census; State Dept. of Finance)

MARIN COUNTY

Year	Total Units	Occupied Units	Percent Vacant
1970	70,915	67,606	4.67%
1980	92,357	88,723	3.90
1981	93,418	89,753	3.92
1982	94,061	90,315	3.98
1983	94,467	90,744	3.94

MILL VALLEY

Year	Total Units	Occupied Units	Percent Vacant
1970	4,792	4,655	2.8
1980	5,535	5,493	2.5
1981	5,646	5,518	2.27
1982	5,678	5,526	2.68
1983	5,707	5,584	2.16

18 1970-1980 HOUSEHOLD INCOME
(Source: 1970; 1980 U.S. Census)

MARIN COUNTY

Household Income	1970	Percent	1980	Percent	Percent Change
Less than \$4,999	5,001	9.6%	6,163	6.9%	23.2%
\$5,000-\$9,999	9,935	19.1	8,430	9.5	-15.1
\$10,000-\$14,999	14,060	27.1	10,266	11.6	-27.0
\$15,000-\$24,999	15,788	30.5	20,260	22.8	28.4
\$25,000-\$49,999	6,060	11.7	30,424	34.3	402.0
\$50,000 or more	1,068	2.0	13,159	14.8	1132.1
TOTAL	51,912	100	88,702	100	70.9
Median Income	\$13,935		\$24,569		76.3

MILL VALLEY

Household Income	1970	Percent	1980	Percent	Percent Change
Less than \$4,999	286	8.5%	378	6.9%	32.0%
\$5,000-\$9,999	593	17.6	532	9.7	-10.3
\$10,000-\$14,999	792	23.5	619	11.3	-21.8
\$15,000-\$24,999	1,088	32.2	1,235	22.5	13.5
\$25,000-\$49,999	518	15.3	1,703	31.0	22.8
\$50,000 or more	99	2.9	1,017	18.5	927.0
TOTAL	3,376	100	5,484	100	62.4
Median Income	\$15,156		\$24,778		

19 1980 NUMBER OF HOUSEHOLDS PAYING OVER 25/35 PERCENT
OF THEIR INCOME ON HOUSING
(Source: 1980 U.S. Census)

MILL VALLEY HOUSEHOLDS PAYING OVER 25 PERCENT

Income	Total	Known Percent All Households	Owner- Occupied	Percent	Renter- Occupied	Percent
Less than \$5,000	255	67.5%	89	34.9	166	65.1%
\$5,000- \$9,999	401	75.4	77	19.2	324	80.8
\$10,000- \$14,999	383	61.9	84	21.9	299	78.1
\$15,000- \$19,999	235	37.0	116	49.4	119	50.6
\$20,000 or more	548	16.5	391	71.4	157	28.6
TOTAL	1,822	32.0	757	41.5	1,065	58.5

MILL VALLEY HOUSEHOLDS PAYING OVER 35 PERCENT

Income	Total	Known Percent All Households	Owner- Occupied	Percent	Renter- Occupied	Percent
Less than \$5,000	218	57.5%	67	30.7	151	69.3
\$5,000- \$9,999	348	65.4	63	18.1	285	81.9
\$10,000- \$14,999	232	37.5	67	28.9	165	71.1
\$15,000- \$19,999	128	20.2	87	68.0	41	32.0
\$20,000 or more	169	5.1	147	87.0	22	13.0
TOTAL	1,095	20.0	431	39.4	664	60.6

20 1970-1980 MARITAL STATUS AND NUMBER OF FAMILIES WITH CHILDREN
(Source: 1970; 1960 U.S. Census)

MARIN COUNTY

Type of Household	1970	Percent	1980	Percent	Percent Change
Husband-Wife	46,333	88.4%	46,022	82.1%	-0.7%
(with own children under 18)	(25,841)	(87.4)	(21,021)	(77.3)	(-18.6)
Other Male Head	1,183	2.3	2,405	4.3	103.3
(with own children under 18)	(470)	(1.6)	(1,178)	(4.3)	(150.6)
Female Head	4,882	9.3	7,602	13.6	55.7
(with own children under 18)	(3,254)	(11.0)	(4,988)	(18.3)	(53.2)
TOTAL FAMILIES	52,398	100	56,029	100	6.9
(with own children under 18)	(29,565)	(100)	(27,187)	(100)	(-8.0)

MILL VALLEY

Type of Household	1970	Percent	1980	Percent	Percent Change
Husband-Wife	2,939	86.4%	2,398	43.6%	-18.4%
(with own children under 18)	(1,532)	(52.1)	(1,118)	(69.3)	(-27.0)
Other Male Head	83	2.4	1,218	22.1	13.7
(with own children under 18)	(25)	(30.0)	(89)	(5.5)	(256.0)
Female Head	378	11.1	1,877	34.1	396.5
(with own children under 18)	(229)	(60.6)	(406)	(25.1)	(77.3)
TOTAL FAMILIES	3,400	100	5,493	100	61.5
(with own children under 18)	(1,786)	(52.5)	(1,613)	(100)	(-9.7)

MARIN COUNTY

Persons in Household	1970	Percent	1980	Percent	Percent Change
1 Person	11,991	17.7%	23,810	26.8%	98.6%
2 Persons	21,469	31.8	31,787	35.8	48.0
3 Persons	11,619	17.2	14,404	16.2	24.0
4 Persons	11,218	16.6	11,972	13.5	6.7
5 Persons	6,566	9.7	4,585	5.2	-30.2
6 or more Persons	4,743	7.0	2,165	2.4	-54.4
TOTAL	67,606	100	88,723	100	31.2

MILL VALLEY

Persons in Household	1970	Percent	1980	Percent	Percent Change
1 Person	996	21.4%	1,750	31.9%	75.7%
2 Persons	1,528	32.9	1,846	33.7	20.8
3 Persons	787	17.0	964	17.6	22.5
4 Persons	725	15.6	594	10.8	-18.1
5 Persons	375	8.1	222	4.0	-40.8
6 or more Persons	234	5.0	108	2.0	-53.8
TOTAL	4,645	100	5,484	100	18.1

22 1980 HOUSING OVERCROWDING (Over 1.01 Persons/Room)
(Source: 1980 U.S. Census)

MARIN COUNTY

Persons Per Room	Total Units	Percent	Owner-Occupied	Percent	Renter-Occupied	Percent
1.00 or less	87,192	98.2%	52,667	60%	34,525	40%
1.01-1.50	952	1.1	379	40	573	60
1.51 or more	579	0.7	150	26	429	74
(Total Overcrowded)	(1,531)	(1.8)	(529)	(35)	(1,002)	(65)
TOTAL	88,723	100	53,196	60	35,527	40
Number of Persons Living in an Overcrowded Unit =				6,963 Persons		

MILL VALLEY

Persons Per Room	Total Units	Percent	Owner-Occupied	Percent	Renter-Occupied	Percent
1.00 or less	5,424	98.7%	3,417	63%	2,007	37%
1.01-1.50	49	0.9	14	29	35	71
1.51 or more	20	0.4	4	20	16	80
(Total Overcrowded)	(69)	(1.1)	(18)	(49)	(51)	(151)
TOTAL	5,493	100	3,435	63	2,058	37
Number of Persons Living in an Overcrowded Unit =				314		

23 1980 TYPES OF HOUSEHOLDS
(Source: 1980 U.S. Census)

MARIN COUNTY

Type of Household	Number	Percent
Single Person	23,810	26.8%
(Single Male)	(10,145)	(11.4)
(Single Female)	(13,665)	(15.4)
Husband-Wife	45,286	51.0
Male Householder (No Wife Present)	2,400	2.7
Female Householder (No Husband Present)	8,152	9.2
Non-Family Household	9,075	10.2
TOTAL	88,723	100

MILL VALLEY

Type of Household	Number	Percent
Single Person	1,751	31.9%
(Single Male)	(703)	(12.8)
(Single Female)	(1,048)	(19.1)
Husband-Wife	2,398	43.7
Male Householder (No Wife Present)	147	2.7
Female Householder (No Husband Present)	573	10.4
Non-Family Household	624	11.4
TOTAL	5,493	100

24 1980 OCCUPANCY STATUS OF HOUSEHOLDS WITH ONE OR MORE PERSONS
OVER 65 YEARS OF AGE
(Source: 1980 U.S. Census)

MARIN COUNTY

Occupancy Status	Number	Percent	As a Percent of All Households
Owner-Occupied Household	10,589	70.2%	19.9%
Renter-Occupied Household	4,490	29.8	12.6
TOTAL	15,079	100	17.0

MILL VALLEY

Occupancy Status	Number	Percent	As a Percent of All Households
Owner-Occupied Household	781	71.2%	22.7%
Renter-Occupied Household	316	28.8	15.4
TOTAL	1,097	100	20.0

25 1980 LIVING ARRANGEMENTS OF POPULATION OVER 65 NOT
LIVING IN AN INSTITUTION
(Source: Area Agency on Aging; 1980 U.S. Census)

MARIN COUNTY

MILL VALLEY

Living Arrangement	Number	Percent	Number	Percent	Percent of County
Living Alone	5,858	29.8%	534	38.6%	9.1%
Living with Spouse	11,371	57.8	714	51.6	6.3
Living with Other Relatives	1,634	8.3	78	5.7	4.8
Living with Non- Relatives	823	4.1	57	4.1%	6.9
TOTAL	19,686	100	1,383	100	7.0

1980 ETHNIC DISTRIBUTION IN OCCUPIED HOUSING UNITS
(Source: 1980 U.S. Census)

MARIN COUNTY

Ethnicity	Total Units	Percent of Total	Owner- Occupied	Percent	Renter- Occupied	Percent
White	84,168	94.9%	51,261	61%	32,907	39%
(Spanish Origin)	(2,658)	(3.0)	(1,256)	(47)	(1,402)	(53)
Black	1,592	1.8	411	26	1,181	74
American Indian, Eskimo and Aleut	267	0.3	93	35	174	65
Asian and Pacific Islander	1,621	1.8	1,022	63	599	37
Other	1,075	1.2	409	38	666	62
TOTAL	88,723	100	53,196	60	35,527	40

MILL VALLEY

Ethnicity	Total Units	Percent of Total	Owner- Occupied	Percent	Renter- Occupied	Percent
White	5,243	95.5%	3,314	63%	1,929	37%
(Spanish Origin)	(124)	(2.2)	(57)	(46)	(67)	(54)
Black	54	1.0	25	46	29	54
American Indian, Eskimo and Aleut	23	0.4	6	26	17	74
Asian and Pacific Islander	128	2.3	76	59	52	41
Other	45	1.00	3,435	63	2,058	37
TOTAL	5,102	100	3,289	64	1,813	36

1980 LENGTH OF RESIDENCE THIS UNIT
(Source: 1980 U.S. Census)

MARIN COUNTY

Length of Residence	Total	Percent	Owner-Occupied	Percent	Renter-Occupied	Percent
Less than 2 Years	21,789	24.6%	5,859	27%	15,930	73%
2-5 Years	28,591	32.2	15,082	53	13,509	47
6-10 Years	14,162	16.0	10,439	74	3,723	26
11-20 Years	14,963	16.9	13,095	75	1,868	25
20 or more Years	9,218	10.4	8,721	95	497	5
TOTAL	88,723	100	53,196	60	35,527	40

MILL VALLEY

Length of Residence	Total	Percent	Owner-Occupied	Percent	Renter-Occupied	Percent
Less than 2 years	1,080	19.7%	305	28%	775	72%
2-5 Years	1,511	27.5	691	46	820	54
6-10 Years	998	18.2	690	69	308	31
11-20 Years	1,023	18.6	924	90	99	10
20 or more Years	881	16.0	826	94	55	6
TOTAL	5,493	100	3,436	63	2,057	37

FUTURE PROJECTIONS

28. 1980-2000 Population, Household and Employment Projections for the San Anselmo Planning Area
29. 1980-1990 Projected Housing Need for San Anselmo as Determined by ABAG

28 1980-2000 POPULATION, HOUSEHOLD AND EMPLOYMENT PROJECTIONS
FOR THE MILL VALLEY PLANNING AREA*
(Source: ABAG, Projections '83)

*Includes Incorporated and Unincorporated Areas

MILL VALLEY PLANNING AREA

Year	Population		Households		Average Household Size	Jobs	
	Number	Percent Change	Number	Percent Change		Number	Percent Change
1980	22,688	-	9,595	-	2.4	5,194	-
1985	22,700	.05%	9,810	2.2%	2.3	5,400	4.0%
1990	23,100	1.8	10,210	4.1	2.3	5,500	1.9
1995	23,300	.9	10,620	.4	2.2	5,600	1.8
2000	23,000	-1.3	10,740	1.1	2.1	5,800	3.6
Twenty-year Change	+322		+1,145		-0.3	+606	

1980-1990 PROJECTED HOUSING NEED FOR MILL VALLEY
AS DETERMINED BY ABAG*

(Source: ABAG, Regional Housing Needs Determinations)

*Projected need includes Existing plus Future need

MILL VALLEY			
Type of Need	Projected Need		
	Number	Percent	Percent of County
By Income Category:			
Very Low	174	19%	8.7%
Low	137	15	8.7
Moderate	174	19	8.4
Above Moderate	431	47	8.8
TOTAL	916	100	8.7
(1980 Existing Need Portion	(156)	-	-
By Tenure:			
Owner-Occupied	572	62.4	9.3
Renter-Occupied	344	37.5	7.9
By Type:			
Single-family	663	72.5	9.7
Multiple family	251	27.4	7.2
Mobilehome	1	.1	.5

Definitions:

Very Low - Less than 50% of median income

Low - 50-80% of median income

Moderate - 80-120% of median income

Above Moderate - 120% or more of median income

**CITY OF
MILL VALLEY
HOUSING ELEMENT**

APPENDICES

Data Summary and Tables

1. Population Characteristics
2. Employment Characteristics
3. Housing Stock Characteristics
4. Household Characteristics
5. Future Projections

B. Summary of Public Comments from April 26, 1984 Housing Workshop

Prepared by Jeffery C. Baird, Planning Consultant

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CITY OF
MILL VALLEY
HOUSING ELEMENT
APPENDICES

DATA SUMMARY AND TABLES

A.

SUMMARY OF COMMENTS FROM THE APRIL 26, 1984
HOUSING WORKSHOP

B.

Summary of Workshop Comments

On April 26, 1984 the Mill Valley City Council and Planning Commission sponsored a public workshop on housing. Approximately 100 notices were sent out to various groups and individuals representing a broad spectrum of interests in the community. In addition, notices were published in the Independent Journal and the Mill Valley Record. Fifteen people attended. In addition, a questionnaire was provided for written comments. The purpose of the workshop was to provide an opportunity for the public, Planning Commission and City Council to identify and comment on housing issues and needs and to provide policy direction for the preparation of the Draft Housing Element. A workbook for the workshop was prepared by the consultant. The discussion dealt with a wide variety of issues, ranging from inclusionary requirements to issues that should be comprehensively analyzed when the City's General Plan is revised during the next year or so. The discussion below represents the consultant's interpretation of the major issues raised by the public and issues where there was consensus among the City Council and Planning Commission members.

Public Comments

1. Development review process is expensive, difficult and redundant. The process should be streamlined.
2. Sites should be identified for low/moderate income housing.
3. "In-lieu" fees should not be preferred because units don't get built.
4. The Housing Element should include performance measures to keep track of how well we are doing.
5. The Housing Element should be viewed in relation to other elements of the general plan.
6. Identify some of the particular needs for specific neighborhoods.
7. Second units provide a particular type of housing (single persons, etc.) and cannot provide housing for families.
8. Developers should not have to pay for housing in the community - as is the case under the City's inclusionary requirement.
9. The City should work to "fast track" all projects.

Issues where there was City Council and Planning Commission Consensus

1. Extrapolate out the City's portion of the Planning Area from the ABAG projections and housing needs.
2. Reaffirm housing objectives. Do not include a specific statement about meeting the needs of all economic segments of the community, since this is already include in the City's objectives as "...maintain diversity in the price and type of housing."
3. BMR units should remain as affordable housing through resale controls.
4. Work with the Housing Authority to implement inclusionary requirement and to make sure units stay affordable.
5. Include policy on displacement of housing units.
6. Explore a sliding scale "in-lieu" fee inclusionary requirement for projects less than 10 units - but make sure this does not act as a disincentive to (1) providing housing and (2) increasing the price of what might be lower priced market rate units.
7. Explore "in-lieu" fee for office development in areas that can be either residential or office. Don't want to provide a disincentive for residential development.
8. Possibly provide a bonus or incentives for rental units versus sales units. This can be addressed on a case-by-case basis.
9. Provide incentives for mixed use.
10. Need flexibility in inclusionary requirement policy. Make this clear in policy language.
11. Identify areas or issues that should be analyzed in the general plan revision.
12. Mention constraints and attributes of certain areas that make them appropriate or not appropriate for certain types of housing; including multiple possibilities.
13. Include policy recognizing surplus school sites as an issue and to work with the School Districts as specific sites become surplus. Include analysis of this issue in the general plan revision.
14. Highlight in the Housing Element Mill Valley's past performance and that the City zones a lot of land for residential use compared to other cities.

CONTENTS

	<u>Page</u>
PURPOSE	CO-1
EXISTING CONDITIONS	CO-1
Employment	CO-1
Commercial Activity	CO-1
SPECIFIC POLICIES	CO-3
Expansion of Local Employment Opportunities	CO-3
Improvement of Local-Serving Retail and Personal Service	CO-4
Provision of Transient Lodging Facilities	CO-5
IMPLEMENTATION	CO-6
FIGURES	
Figure CO1. Commercial Policies	Follows CO-4

COMMERCE ELEMENT

PURPOSE

The policies of the Commerce Element serve to promote Goal 6, "Promote greater opportunities for residents to work within the community", and Goal 7, "Improve upon the choice of and accessibility to retail goods and personal, professional and business services available locally to area residents", and the various policies listed under these goals. At the same time, the policies pertaining to commerce within the City are designed to be compatible with the environmental and aesthetic objectives set forth under the other goals and to serve to promote the balance between public cost and revenues specified under Goal 10.

The preceding elements have set the land use conditions for lands to remain in open space use and for housing. This Element completes the description of land-use-related policies by specifying the permitted land use for the balance of the City's land supply.

EXISTING CONDITIONS

Commercial activities in Mill Valley can be divided into two components: (1) the community's employment base and labor force, and (2) the economic activity, both retail and service, that occurs within the community. These are summarized below.

EMPLOYMENT: A high percentage of Mill Valley's work force is in professional, management, and business service occupations -- frequently in executive positions -- the majority of which are located in San Francisco. Marin County currently has an inadequate supply of professional firms in relation to its population size, and if past trends continue, the disparity will increase. The resulting separation of residence and work locations produces heavy inter-city commuting, which is expensive in time and travel costs, and in terms of the negative impacts of traffic, such as congestion, noise, and air pollution. The intractability of the dispersed employment pattern is of special concern in light of the demand of the Federal Clean Air Act for reduced auto travel by 1977.

COMMERCIAL ACTIVITY: In 1967, an extensive study of commercial areas and activities in Mill Valley was undertaken to evaluate their type distribution, physical characteristics, and appropriateness in the community. The material provided

by this survey has been updated as background for the General Plan program. In 1972, there were approximately 163 retail stores in Mill Valley. Figures available from the State Board of Equalization indicate that the number of commercial activities in the community has increased since 1967. Most business establishments are oriented to the provision of goods and services to the local community. In addition to retail activities, some 200 businesses provide a variety of services and include three banks, three savings and loan institutions, and building and repair shops. The retail establishments provide basic necessities. According to Board of Equalization figures of sales volumes, food, liquor, and drug sales account for 25 percent of expenditures, service stations and auto dealers for 20 percent, and building materials for 18 percent. Eating and drinking places account for 15 percent of total sales. In other words, retailing in Mill Valley is largely limited to convenience-type sales rather than comparative shopping.

In general, the character of the local retail establishments is of a small-town nature, especially in Lytton Square. In the past, the commercial facilities in Mill Valley have not attracted the type of consumer attracted to Sausalito or Tiburon, for several reasons. Retail establishments in the past have limited their selection to the provision of local goods and services. The potential for expansion of retail facilities within the downtown area is limited by the topography and environmental setting of the community and the limited availability of flat land. The poor accessibility of the shopping area from other portions of Marin County and the Bay Area has also limited sales and services mainly to residents, but the attractiveness of the Mill Valley setting, particularly that of Lytton Square, has recently begun to attract specialty shops and restaurants catering to a broad market area.

Retail uses are concentrated in three general areas within the community: Lytton Square, Lower Miller Avenue, and the Alto Center area. Lytton Square serves as the dominant shopping area and provides both neighborhood and community-serving retail and personal services. Commercial establishments are located around the periphery of the Square and provide for a concentration of activity which gives the shopping area the quality of a small village. The area is highly developed with little vacant land remaining and practically no vacant building space.

Lower Miller Avenue, from Locust to Camino Alto, provides many of the same goods and services as provided in Lytton Square. Here, however, one also finds automotive oriented uses such as gas stations and auto sales outlets, and retail uses geared more to one-stop shopping patterns. Unlike Lytton Square, there still exist scattered vacant parcels and under-utilized land.

The final commercial area is the Alto Center area, which presently is limited to a neighborhood-serving function. However, there are plans to expand this role by the addition of another large food market, a discount drug store, and a few small shops. There also remain large vacant areas capable of accommodating additional commercial growth.

Office uses are quite limited in Mill Valley and are only found in combination with retail uses on Upper Miller Avenue above Locust Avenue, along Camino Alto, in the Lytton Square area, and East Blithedale. Additionally, new office development is under construction in East Mill Valley adjoining the freeway frontage road.

Traditionally, the viability of commercial areas is estimated by determining the size and character of the resident population within the City's sphere of influence and by defining the general limits of a tributary trade area to be used as the basis for determining the future prospects of commercial development. In many ways, Mill Valley offers a unique situation. The lack of vacant space in commercial areas and recent infilling of vacant parcels attests to the viability of the commercial uses. The study of retail facilities, completed in 1967, determined that the overall sales volume per square foot of retail outlets was close to the average. The continued improvement and investment in commercial activity indicate that the area has improved since that period. Recent development in the community has taken advantage of the City's convenient relationship to regional recreation resources, and leisure-related commercial uses such as restaurants and specialty shops have increased.

There are several concerns that should be evaluated in examining the commercial role of Mill Valley. New development attracting leisure-related commercial uses has increased the demand for commercial space to the extent that certain local retail and service establishments are unable to afford the available commercial space. If this undesirable trend were to continue, commercial activity would become oriented toward the provision of higher priced retail goods, and community-related commercial activities would be forced to locate elsewhere. The leisure-related commercial activities in the downtown area would increase traffic congestion and demand for limited parking facilities.

SPECIFIC POLICIES

The specific policies of the Commerce Element are addressed to two major concerns: 1) expansion of local employment opportunities, and 2) improvement of local-serving retail and personal service facilities. The distribution of permitted commercial land uses is shown in Figure CO-1.

EXPANSION OF LOCAL EMPLOYMENT OPPORTUNITIES. It shall be the intent of the Plan to encourage a pattern of residence and work location which reduces the need for residents to commute outside the community for work purposes. The primary means of achieving this objective is by creating opportunities for small-scale business enterprises such as professional offices, to locate within the City. In order to provide such opportunities, the following policies shall apply.

1. Zoning provisions should be relaxed to permit home occupations compatible with the established residential character of the community and the immediately adjoining neighborhood. The following conditions shall apply: a) such uses shall be limited to space which is an integral part of the residential structure, b) persons engaged in the occupation shall reside on the site and employ no more than one person not residing on the site, c) the use shall not require delivery or pickup of materials or products by truck, and traffic generated by the use shall not be substantially greater than that normally generated by the permitted residential use, and d) no commercial sign shall be displayed. Additionally, the permit to conduct a home occupation shall be limited initially to one year at which time a reapplication shall be required. Thereafter the permit should run three years.

2. Sensitive office development should be permitted in the eastern portion of the Bayfront (designated in Figure CO-1 as Water Oriented Commercial) where direct access to and from the freeway is possible. This area provides the types of site amenities and proximity to restaurants which are attractive to professional and business-service types of enterprises.

3. Within the Alto Center area, retail and personal service floor area should be limited to a level compatible with a neighborhood-serving function, and allowance made for office-type uses elsewhere on the site or in conjunction with the residential and shopping uses, i.e., on upper floors. This area, as well as the Bayfront lands are especially appropriate for office uses which partially rely upon employees residing outside the City and upon business visitors from other areas.

4. Properties fronting on Miller Avenue between Locust and Millwood Avenues may have conditionally approved office uses, if those uses are secondary to and compatible with residential uses.

IMPROVEMENT OF LOCAL-SERVING RETAIL AND PERSONAL SERVICE USES.

It is the City's intent to improve upon the provision of retail goods and personal services available to local residents while discouraging retail uses which are primarily dependent upon customers from outside the community. It is also the intent to prevent the fragmentation of existing retail frontages in established shopping areas and reinforce the continuity and compactness of such uses where it does not now exist.

Specifically, the following policies apply to commercial areas of the City.

1. Alto Center should be developed as an integrated pedestrian-oriented center serving the Alto Bowl-Scott Valley area and the Bayfront. The amount of floor space devoted to retail and personal service, however, should be limited in order to maintain the neighborhood-serving function and to reserve land to meet residential and office development objectives. The northern portion of the site should be reserved for combined use with residential use as the primary permitted

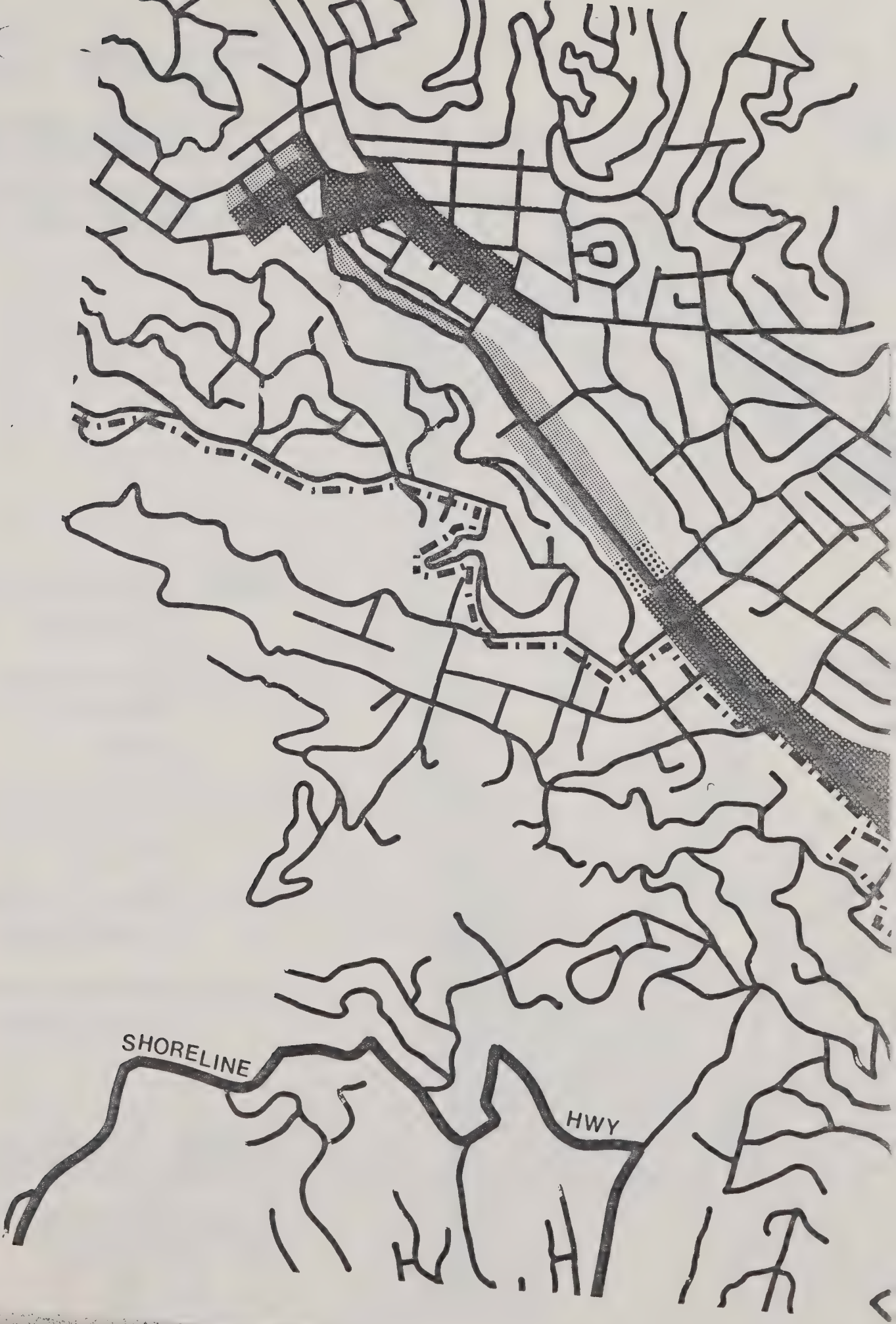




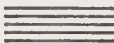


Figure C01 COMMERCIAL POLICIES



-  Community Serving Shopping Area
-  Professional and Business Service Area
-  Combined Residential Commercial Area
-  Water Oriented Commercial
-  Highway Related Commercial

**Mill Valley
General Plan**



use and office use and other uses with similar impact conditionally allowed.

2. Lytton Square should be maintained as both a neighborhood and community serving retail area. The retail role should recognize and reinforce Lytton Square's importance as a pedestrian-oriented area in contrast to the City's other retail areas, i.e., lower Miller Avenue and freeway frontage road, which are more auto-oriented. The retail role of Lytton Square should be protected by maintaining continuous, uninterrupted retail frontage. Additional non-retail uses such as banks, savings and loan, and real estate offices should be prohibited along the main frontage to avoid fragmentation and dispersal of retail uses. Although the present land parcelization pattern discourages large scale development, precautions should nevertheless be taken to ensure that future development maintains the small-scale shops which presently characterize the area. Retail, personal, and business service uses should be permitted along the frontage of East Blithedale from Throckmorton to the vicinity of Millwood. This frontage is appropriate for the non-retail uses proposed for exclusion from the primary retail frontage on Lytton Square and Throckmorton. Measures should also be taken to ensure that retail uses which are not predominantly local-serving do not preempt the area's limited land supply and create traffic congestion problems.

3. Miller Avenue, from Camino Alto to Locust, should serve as a neighborhood shopping center as well as a community serving retail area for uses which are auto-oriented and where the type of merchandise, due either to storage or delivery requirements, would be inappropriate in Lytton Square.

4. The area immediately adjoining both the freeway frontage road and the eastern shore of Upper Richardson Bay should be designated a special water-oriented commercial area. This area offers a unique combination of excellent regional accessibility and an unusually scenic waterfront site. Planning for this area should recognize and take advantage of both of these attributes. Permitted uses should therefore be limited to those commercial activities which benefit from both of these attributes and in turn enhance the recreation value of the area. Among the uses considered appropriate here are restaurants, motels, small-boat sales, and office type uses.

PROVISION OF TRANSIENT LODGING FACILITIES. In order to provide more convenient accommodations for overnight visitors to the Mill Valley area, provisions should be made to allow for motels, hotels or inns within appropriate commercial areas. The primary areas designated for such use are the Bayfront lands, served directly by the freeway frontage road, Alto Center, and the northeast side of Miller Avenue from Camino Alto to Locust. Each of these areas is directly served by both major arterials and public transit and are close to major recreational facilities. Smaller accommodations of ten or less units may also be conditionally permitted in the Lytton Square area and along Miller Avenue between Locust and Millwood Avenues.

IMPLEMENTATION

The primary means of promoting the policies of the Commerce Element is by modification of, and addition to, the City's zoning provisions. The following zoning actions are recommended.

1. A home occupation ordinance should be adopted to permit employment at one's place of residence consistent with the guidelines outlined in the Plan.
2. A multi-use zone should be created to promote combined residential and commercial use in areas so designated in the Plan. It should also be the function of such areas to provide for the housing needs of low- and moderate-income residents, particularly those without or limited access to a private auto. This may be done in either a permissive or mandatory way. Under the permissive approach, a primary use would be designated with the other use or uses conditionally permitted. If this approach is used, the residential use should be designated as the primary use since there are likely to be greater market incentives to the inclusion of commercial uses. Under the mandatory approach, combined use would be required with a minimum percent of floor area required for both residential or commercial uses. Yet another approach is to use vertical zoning; for example, the ground level may be zoned for commercial uses and the upper floors for residential purposes. Use of the ground level space could be conditioned upon provision of the upper floor uses.
3. A retail frontage overlay zone should be adopted as a means of protecting the neighborhood and community-serving commercial functions of established shopping areas. This zone could place more detailed limitations on the type and siting of non-retail uses, establish building siting requirements to prevent physical disruption of the retail frontage, and include other criteria by which to review whether an application for a retail use is local or community serving (and therefore permissible) or County or region serving (and therefore unacceptable).

In addition to these three zoning methods, use of the State Community Redevelopment Law is recommended for the Alto Center area. Use of redevelopment powers would provide the means of either assembling existing parcels into more meaningful units or ensuring coordination of development on contiguous sites. Moreover, it provides a means of financing public improvements needed to ensure proper development, such as roads and drainage, and provides the means of promoting the mixture of uses proposed in the Plan. Without such powers, it is not likely that the full potential of this site, which is important as one of the community's few remaining undeveloped land resources and which is visually and functionally important because of its position at a major entrance point to the community, can be realized. A less desirable alternative to the use of redevelopment powers is adoption of a specific plan for the area. This method would supercede zoning controls and provide a higher degree of control over development than is possible with zoning. Unlike

redevelopment, however, there is no means to require reorganization of the land platting.

An additional method suggested to help counter the trend toward escalation of rents in commercial areas, particularly the Lytton Square area, is creation of a non-profit development corporation, composed of local property owners, businessmen and public representatives. Such a corporation would provide the community with the means to secure titles or leases for vacant properties, and in turn, convey through sale or lease these properties to businesses which complement the local-serving function of the area. The corporation could also carry out improvement actions benefiting the area. Moreover, it could serve as the entity through which funds from special districts could be funneled for purposes of area improvements.

CONTENTS

	<u>Page</u>
PURPOSE	PF-1
EXISTING CONDITIONS	PF-1
Sewers	PF-1
Water	PF-2
Schools	PF-3
Indoor Recreation Facilities	PF-3
Parks	PF-4
Cultural Arts Center	PF-4
City Corporation Yard and Sewage Treatment Facility	PF-5
SPECIFIC POLICIES	PF-5
Sewage Facilities	PF-5
Water Facilities	PF-5
Parks	PF-6
City Hall	PF-8
Cultural Arts Center	PF-8
City Corporation Yard	PF-9
IMPLEMENTATION	PF-9
FIGURES	
Figure PF1 Community Facilities	Follows PF-2
Figure PF2 Proposed Bayfront Parklands	PF-7

PUBLIC FACILITIES ELEMENT

PURPOSE

The Public Facilities portion of the Plan deals with the supporting community facilities and services necessary to provide the water supply, sewage treatment, schooling and recreational opportunities required by the resident population of the community. The issues addressed relate especially to Goals 1, 4, 5 and 9, and respond to the indirect implications for public services that the development proposals allowed by the Plan would generate. This section therefore concerns itself with the capacity of the existing public facilities and services, and seeks to determine the capability of these services to deal with the type and distribution of development allocated by the Housing, Circulation and Commercial Elements of the Plan. Public investment in services can set a framework within which development occurs, can be used to complement private development, or can encourage or discourage development. In Mill Valley, the investment in public facilities should be directed toward those services that will allow implementation of the recommendations of the Plan.

EXISTING CONDITIONS

The public facilities evaluated for purposes of this Plan are Sewer Facilities, Water Supply, School Facilities, Parks, Harbor, and other public facilities including the adequacy of City Hall facilities, the use of the Corporation Yard and the proposal for a performing arts center. Figure PF1 shows existing facilities.

SEWERS

The Mill Valley Department of Public Works is responsible for the construction and maintenance of sewerage, as well as for treatment and disposal of almost all sewage generated within the City limits. City facilities also handle sewage from adjacent sanitary districts and areas of adjacent communities within the Mill Valley watershed. The capacity of the system is adequate for current needs or is being improved to those levels. Problems of leakage, groundwater infiltration, and storm water intrusion are being addressed under a \$450,000 improvement program approved by the voters of Mill Valley in 1971, as well as under a fund accumulated from sewer fees. Septic tanks, a serious source of ground and surface water pollution, have been reduced in number from approximately 250 to 85; new septic tanks must now meet stringent engineering and health standards and are discouraged as much as possible.

The sewage treatment plant is located at the foot of Sycamore Avenue on Bayfront lands. Its outfall extends into Richardson Bay. The shortness of the outfall and the delicate ecology of the Bay have resulted in such severe pollution problems that the Regional Water Quality Control Board has placed restrictions on the number of additional connections that can be made to the Mill Valley system without improvement of the treatment plant and solution of the wastewater disposal problem. As of the end of 1974, Mill Valley, Almonte, Homestead and Alto had been allotted some 1350 hookup permits, a number more than adequate for the short-term needs projected by the Housing Element of the Plan. No plans are being made to remove the constraint by improvement of the existing facilities. Instead, the South Marin Subregional Sewerage Agency (SMSSA), of which Mill Valley is a member, is in the process of formulating alternative plans for a regional sewage transportation, treatment system, and disposal system (which might entail the abandonment of the Mill Valley plant) that would as a matter of course obviate the current water quality problems and remove the development constraint.

Projected future development will generate sewage volumes within the capacities of the current system. In general, there is adequate capacity on trunks and collectors in the areas west of Camino Alto. Major extensions, however, will be needed east of Camino Alto (in the Alto Bowl-Scott Valley and Enchanted Knolls-Shelter Ridge areas) in line with the 1968 recommendations of Bala & Strandgaard ("Mill Valley Master Plan for Sanitary Sewers 1968"). Except for the nearly completed repairs and programs to reduce infiltration and storm water inflow, the capital improvements for future needs proposed by Bala & Strandgaard for the western areas of the City would not be justified if the open space conservation policies of this Plan are implemented.

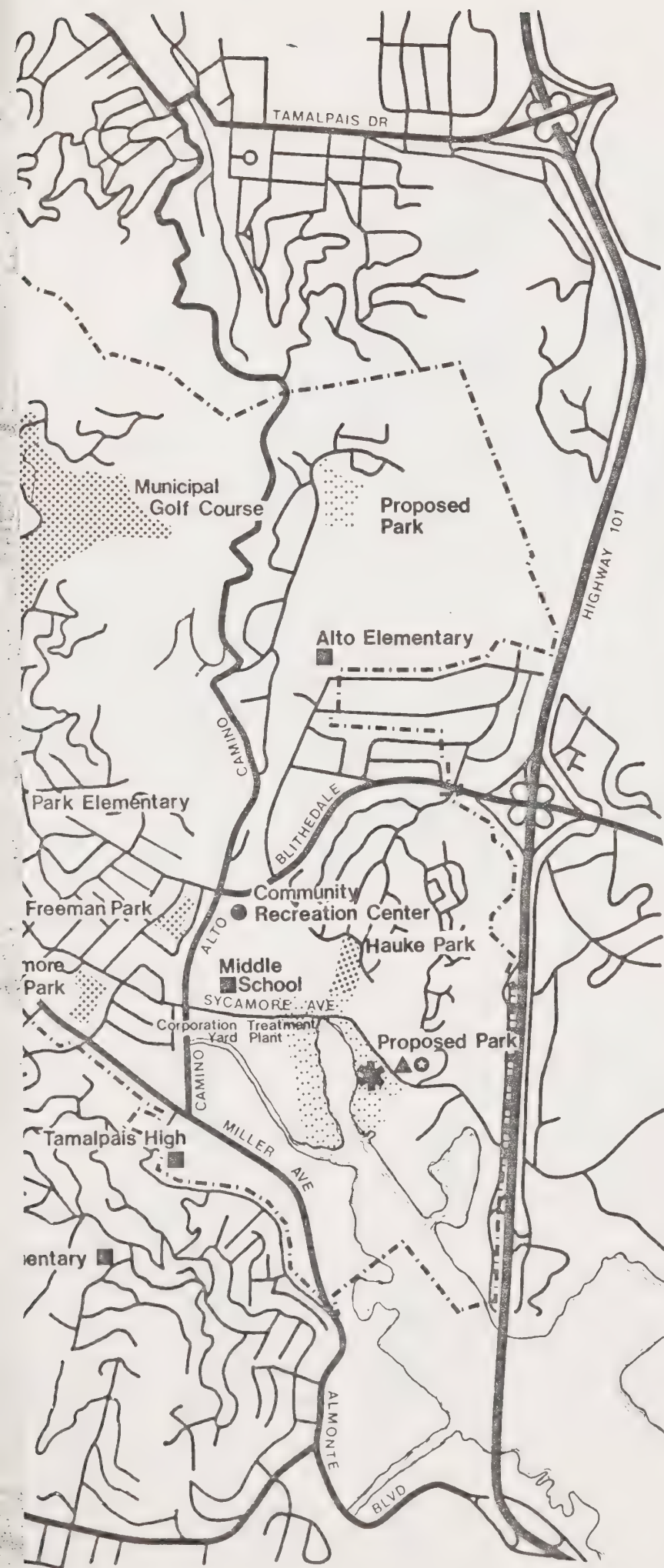
WATER

Water for all uses in Mill Valley is provided by the Marin Municipal Water District. Because of rapidly worsening supply problems in 1973, the District placed an indefinite moratorium on new water hookups that allowed variances only in extreme hardship cases. Where water meters were already installed or where agreements for supply of water already existed between the District and developers, hookups were allowed to proceed as planned. The result of the moratorium has been a decline in new construction in the District's service area. The City is also currently reviewing the potential for wastewater reclamation for such uses as landscape watering.

Expansion of supply is dependent on voter approval of a bond issue for the development of a system to bring in additional water from outside the County. A controversy has been associated with the increasingly influential anti-growth movement, and all proposals for expansion of supply have been rejected. The matter has been taken up by the courts, where developers contend that the moratorium is unreasonable in



Figure PF1 COMMUNITY FACILITIES



- Expanded City Hall
- * Cultural Arts Center Alternative
- ▲ Fire Stations
- Police Station
- Schools

PARKS

- Existing
- Proposed

Mill Valley
General Plan



engineering terms and unjustly motivated by interests outside the purview of the Water District.

SCHOOLS

Combined enrollment in the Mill Valley School District and Tamalpais High School is approximately 4800. Of this number, about 2400 or one-half are residents of Mill Valley proper. Given that there were 5524 households in the City in 1974, the ratio of students to households is an unusually low .43. The local schools currently function at or below capacity, and the two school districts have no plans for expansion of classroom facilities. Based on recent trends, the Mill Valley School District estimates a declining enrollment over a three-year period of 3.5 to 4 percent per year, amounting to a total decline of 325 students. Barring a counterbalancing immigration of older school-age children, Tamalpais High will experience a parallel, if delayed, decline. This decline is directly attributable to the nationwide trend of declining birth rates, though the problem is compounded in Marin County by inflated housing costs that prevent younger families with children from locating in the area. If real income continues to fall, the disparity between the price and affordability of housing will further decrease the ratio of students to households, with resulting continued enrollment declines.

The Housing Element projects a total build-out of the community to 7032 households or an increase of 1508. Assuming that up to 90 percent of this build-out would occur in the next 20 years, and using the students-per-household figure derived above, one can expect an additional school enrollment of 648. Of course, the declining birth rate will tend to reduce this figure, while the nature of the new development -- mainly apartments with some townhouses and cluster housing -- implies a smaller-than-average family size. Even ignoring these factors, it appears that there will be adequate capacity for these increased numbers. If the projected build-out is spaced evenly over the twenty year period, the annual increment in the number of school-age children will be about 32 or an average of 1.3 percent of the current enrollment. This compares favorable with Mill Valley's share of the short-term projection of additional capacity: about 50 percent of 3.4 to 4 percent per year. While one might normally expect the build-out to occur at an initially high, then declining rate, the current slump in the housing industry will tend to delay the anticipated development until school capacity is more than adequate.

INDOOR RECREATION FACILITIES

At present the primary indoor recreation facilities are limited to the Recreation Center and the golf clubhouse. However, cooperative arrangements between the City and the Mill Valley School District and the Tamalpais High School District provide for public use of the school facilities for recreation and cultural purposes.

PARKS

Mill Valley currently has approximately 93.7 acres of public park and recreation land within its City limits. Of this acreage, one-third can be described as suitable for "active recreation", primarily sports. Another one-fifth is suited to passive enjoyment, while the remainder is made up of the playing fields of the City's five public schools. Beyond the City limits are huge public recreation lands, including Mt. Tamalpais State Park, the Golden Gate National Recreation Area, and the Marin Municipal Water District watershed lands. Nearby, Richardson Bay provides exceptionally good sailing waters. Thus, if the residents of Mill Valley require additional parkland, the only possible area of need would be for mainly active recreation space within easy walking or biking distance of the neighborhoods.

Using a nationally accepted standard for neighborhood parks and playgrounds of one acre of active recreation space for each 500 persons, we find that with an estimated 1974 population of 14,900, Mill Valley requires just under 30 such acres. This compares favorably with the current figure of 31.9. Similarly, there is an adequate supply of passive recreation land. Combined with the school playing fields and the adjacent Federal, State, and County lands, this recreation acreage more than adequately supplies Mill Valley's aggregate needs. However, many neighborhoods, especially in the hill areas, lack easily accessible recreation areas, particularly those suitable by topography to group sports.

The Housing Element of the Plan projects a population of approximately 18,900 when the City is completely built up. The same standard applied above implies the ultimate need for five or six additional acres of active recreation.

CULTURAL ARTS CENTER

Mill Valley's cultural facilities presently consist of the Mill Valley Library and school space which is made available to the public under cooperative arrangements between the City and the school districts. In recent years, community interest has been expressed in the development of a community performing arts center in Mill Valley that would provide a facility for entertainment and cultural events. At this time, there are no facilities within the community that are adequate for ongoing programs of events, and within the Marin County areas adjacent to Mill Valley there are none. While scattered facilities are located within the County, such as those located at the County Civic Center and the College of Marin, residents often travel outside the County for entertainment. Presently, residents of Mill Valley use the Recreation Center, churches, the golf clubhouse, stores and schools for theatre, classes and other cultural activities.

CITY CORPORATION YARD AND SEWAGE TREATMENT FACILITY

This site is used for the storage of City service vehicles and does not involve an extensive use of the site. The activity is of such a nature that it can be carried out on any parcel of land. This facility is located on land that could be developed for other purposes, and constitutes an underutilization of this property along the Bayfront. The future of the sewage treatment facility will depend upon current efforts to replace it with a regional facility.

SPECIFIC POLICIES

SEWAGE FACILITIES

Proposed development within the Bayfront area for housing will require additional main or collector extensions, plus added pumping capacity to move sewage from the low lying lands to the treatment plant. The City should give this improvement top priority in order to facilitate the development of housing in this area.

The City should seek coordination with the South Marin Subregional Sewerage Agency to develop a discharge and treatment system which would provide an environmentally acceptable solution at the lowest possible cost to the public. Equal consideration should therefore be given to localized wastewater treatment which may eliminate need for large scale and costly facilities as compared to consolidated regional solutions. Cost comparisons between these two major alternatives should take into consideration the secondary benefits produced, such as wastewater reclamation and acquisition and protection of environmentally sensitive areas.

WATER FACILITIES

Continuation of the moratorium would effectively frustrate the goals and objectives of the Housing Element of the Plan by limiting the supply of housing in Mill Valley and thus further aggravating the price differential between the community and other parts of the Bay Area. There are no realistic options open to developers or the City for independent provision of water. Expansion of the Water District facilities would require voter approval of a bond issue which has not been forthcoming in the past and which will be difficult to obtain in the future. There appears to be no immediate solution to the situation given the voter decision not to expand the facilities. The only approach that is possible at this time is to set up a system of priorities for water connections in anticipation of the possible availability of additional connections in the future. Priority should be given to housing developments that conform to the housing objectives and to the mix of housing expressed in

Table H2 of the Plan. The City should initiate further discussion with the Water District to determine what options are available to the Community to provide water connections for new development.

PARKS

To accommodate the demand for recreation facilities of the projected population and to expand the recreation opportunities of existing residents, the City should develop approximately 19 acres of City-owned Bayfront land for park purposes. The City lands adjoining Upper Richardson Bay consist primarily of filled land with little natural habitat value, but recreation values are high. Excellent views of the Bay and adjoining natural areas and long distance, panoramic views of Southern Marin exist throughout the site. Moreover, the level land is ideally suited for large turf play areas which are generally lacking in the City; access to the Bay is possible for water-related recreation activities. The recreation potential is further enhanced by the land's location along a major inter-city pedestrian and bike route. The accompanying diagram identifies the City-owned land proposed for park improvement along with an additional area, of approximately four acres in private ownership, which also is proposed to be acquired and developed as part of the park. The latter includes the Eucalyptus Knoll overlooking Richardson Bay which is a major visual feature of the Bayfront area and which also serves as an excellent scenic outlook point.

The park facilities to be developed along the Bay should serve the recreation needs of the entire City, but should also be designed to meet the needs of the residents of the adjoining areas. The latter is important since the major residential growth permitted in the Plan is limited to East Mill Valley. Moreover, the permitted residential use is more dense than in other parts of the community, and thus public recreation facilities are more critical.

Development of a small neighborhood park is also proposed on two City-owned parcels adjoining the Northwestern Pacific Railroad right-of-way in the Alto area. It is proposed that these parcels be developed in conjunction with a linear park along the railroad right-of-way to augment the recreation role of the bike, equestrian, and trail facilities. Salt Creek and the riparian vegetation along its banks and adjoining Indian mound should be incorporated into the park development. This park would serve the Alto Bowl-Scott Valley area which is presently lacking neighborhood park facilities.

In a community of relatively small lots, steep terrain, and narrow streets, such as Mill Valley, public recreation space--especially level land suitable to active recreation -- will always be at a premium. It is therefore essential that the community's resources be utilized to their fullest.

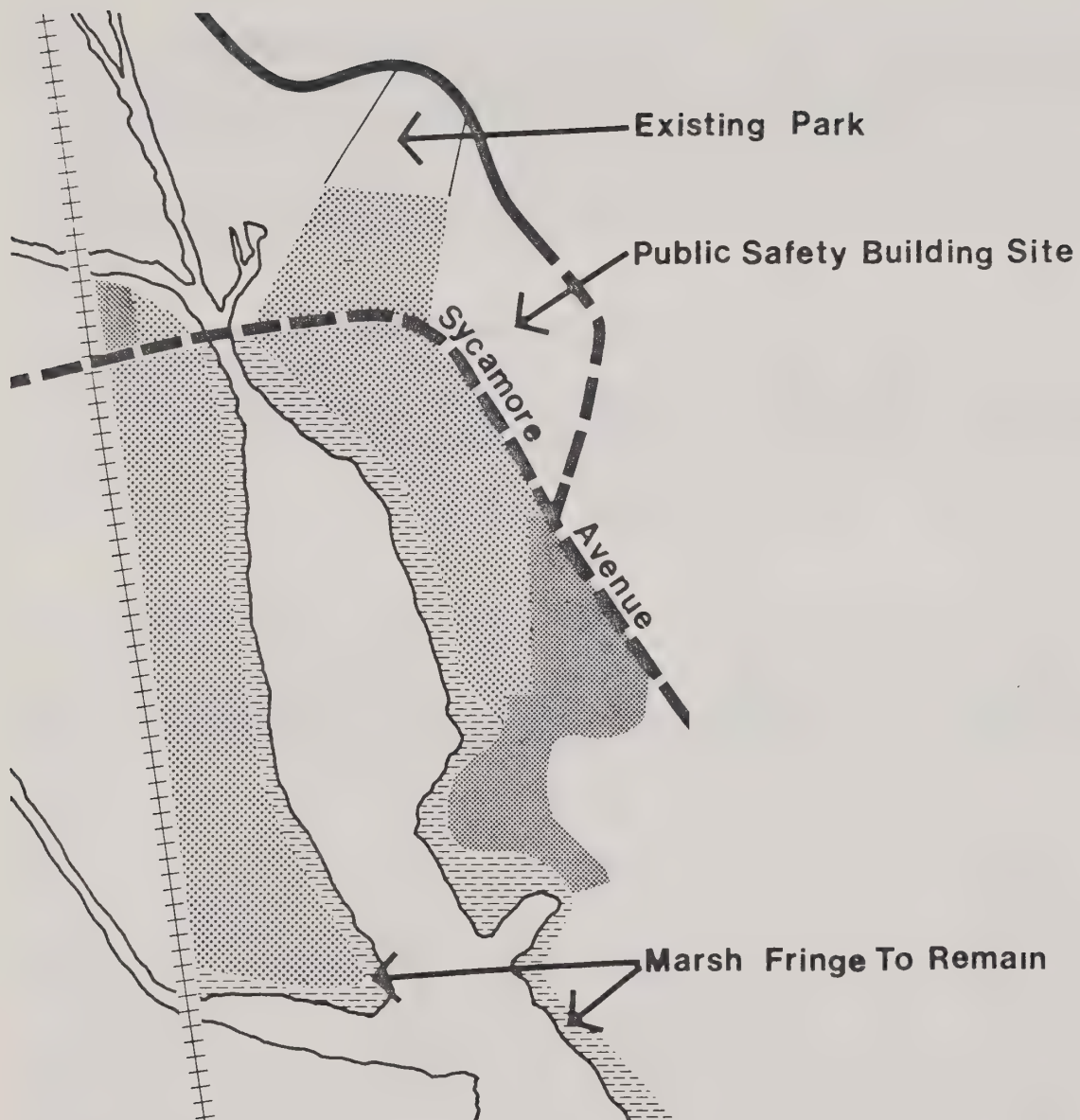


Figure PF2
PROPOSED BAYFRONT PARKLANDS



A means to augment the supply of active recreation space consists of improved utilization of existing school yards and playing fields. The figures for current recreation space discussed under Existing Conditions include over 40 acres of such land. At present these school grounds are utilized to the extent they can be within the scope of their present design. Measures should be taken, however, to increase their utilization by means of redesign of the grounds and by increases in supervision if necessary.

The area's network of streams also provides a recreation resource which has not been fully utilized. Each of the streams flowing through the City should be considered as a linear park and should be augmented where possible by acquisition or dedication of adjoining vacant parcels or portions of developed parcels.

CITY HALL

In order to accomodate anticipated future space needs within City Hall, consideration should be given to construction of a second floor addition to the present City Hall occupying space above the existing parking lot. Direct pedestrian access from West Blithedale might be provided by means of a pedestrian bridge crossing the creek and connecting at the second floor level of the new addition.

CULTURAL ARTS CENTER

Community interest has been expressed for a cultural arts center. The Plan identifies two possible sites for such a facility, although there may be others. The final choice of site or sites will need to be based on a more precise determination of the types of cultural facilities desired and their respective space needs. One site designated in the Plan is the O'Shaughnessy property adjoining Lytton Square. This site could accommodate a small center providing seating for 200 to 250 persons and appropriate for theater, dance and chamber music, along with associated workshops, rehearsal and exhibition space. Such a facility would complement existing uses in the Lytton Square area and would have a central community location, the potential for using Lytton Square for related cultural activities, and the amenities of both the square and the creek setting. Since intensive use of the Center would not normally overlap the busier hours for commercial use, joint use of Lytton Square parking is possible and would be improved upon if the Lytton Square parking program is implemented.

The other designated site is the City-owned Bayfront lands. This site offers advantages for a large-scale cultural center which would attract people from southern Marin. Advantages offered by this site are auto access from the freeway, the use of parking serving the Public Safety Building and future Bayfront recreation facilities,

and the amenities of the Bayfront setting. Depending upon the function, capacity and stage accommodations, such a facility could be quite massive when viewed within the open space setting of the Bayfront. Therefore, the location on the east shore of Upper Richardson Bay would be more acceptable than other Bayfront sites since it would be set back from the major view locations along Miller Avenue and would have Shelter Ridge as a backdrop, thereby minimizing the scale of the Center's structures.

CITY CORPORATION YARD

If the City's sewage treatment facility is replaced by a regional plant, the present Corporation Yard should be relocated to permit use of the present site for residential purposes. The City should explore with the County the possibility of combining this facility with the County Corporation Yard on Lomita Drive.

IMPLEMENTATION

Among the more important public facility improvements proposed in the Plan are sewer and park improvements in the Bayfront area and development of neighborhood park facilities in the Alto Bowl-Scott Valley area. In addition to City general funds, two other major funding sources may be available. The first of these consists of the community development monies provided by the Housing and Community Development Act of 1974. In cooperation with the cities in the County, Marin County has applied for funds available to "urban counties". (The population of Mill Valley by itself is not large enough to qualify for these funds.) The community development funds could be used for sewer improvements, park acquisition and development or other public facilities such as roads and paths. Present Federal administrative guidelines favor use of these monies for programs which will assist or support low- and moderate-income housing programs. Thus, use of these funds in the Bayfront, where low- and moderate-income housing actions are proposed, would be appropriate.

In addition to the community development funds, tax increment financing permitted under the State's Community Redevelopment Law could also be used to finance public improvements specified in the Plan. (See the Implementation Methods section for a fuller description of tax increment financing.) Developments under construction or proposed for the Bayfront and the adjoining Alto Center would produce funds sufficient to finance many of the recommended actions. Cooperation with Marin County, if it should proceed with the redevelopment of adjacent Bayfront lands would be appropriate.

CONTENTS

	<u>Page</u>
PURPOSE	C-1
EXISTING CONDITIONS	C-1
SPECIFIC POLICIES	C-4
Land Use/Circulation Policies	C-4
Protected Neighborhoods	C-4
Permitted Residential Densities	C-5
Restrictions in Slope Stability Areas	C-5
Primary Growth Areas	C-5
Automobile Circulation Policies	C-5
Major Arterials	C-5
Residential Collector Streets	C-6
Sycamore Avenue Restrictions	C-6
Lytton Square Circulation	C-6
Public Transit	C-7
Inter-City Service	C-7
Local Transit Service	C-7
Pedestrianways and Hiking Trails	C-8
Maintenance and Restoration of Existing Walkways	C-8
Provision of New Walkways	C-9
On-Street Pedestrianways	C-9
Off-Road Hiking Trails	C-9
Equestrian Trails	C-9
Bikeways	C-10
Parking	C-10
Commuter Parking	C-10
Residential Parking	C-10
Commercial Parking	C-11
Recreation-Related Parking	C-11
IMPLEMENTATION	C-11
Regulatory Methods	C-11
Capital Improvements	C-12
Transit Tax Rate Election	C-12

CONTENTS

FIGURES

FIGURE C1. Existing Traffic Volume (24-Hour Count)	C-2
FIGURE C2. Circulation Policy	Follows C-6

CIRCULATION ELEMENT

PURPOSE

The proposals of the Circulation Element serve to promote Goal 8 of the Goal Framework, "Provide the means of moving people which reduces dependence on the automobile and mitigate impacts of necessary automobile usage", and other objectives listed under the Goal. Therefore, the aim of the Circulation Element is to balance satisfaction of travel needs generated by both residential and non-residential activities within the community with achievement of a satisfying and healthful environment within which to live and work. The policies and proposals of this Element recognize the high degree of interdependency that exists between the transportation system and existing and potential land uses. The basic philosophy which underlies the Plan's proposals is that the sole function of circulation facilities is to serve the requirements generated by the various land uses. However, the other elements of the Plan which have dealt with community land use have recognized that the present land use pattern and present location and design of circulation facilities impose restrictions which can be altered only at unacceptably high social and dollar costs.

The Circulation Element is designed to consider the array of trip types, including the home-to-work, whose peaking characteristics more heavily burden the transportation system, and non-work trips, such as schools, shopping, business, social, and recreation purposes. It recognizes the need to provide alternatives to unrestricted use of the private auto, and recognizes as well that a significant portion of the population does not have access to a private auto for all trip purposes or may not wish to use an auto for all trip purposes. The proposals also recognize that walking and biking are both important means of transportation for purposes other than just recreation and therefore consider these transportation modes as fundamental components of the Citywide circulation system.

EXISTING CONDITIONS

Daily travel in Mill Valley is characterized by heavy movement in and out of the community. Over fifty percent of the trips made daily in the area cross the City limits. Well over seventy-five percent of the home-to-work trips have their destinations outside Mill Valley; since the latter occur during a few hours in the morning



Figure C-1
EXISTING TRAFFIC VOLUMES (24 HOUR COUNTS)

and elevated, the load placed on the access roads is significant. The accompanying diagram shows current traffic volumes on major roadways. Mill Valley's topography and road system combine to make the community into a large cul-de-sac. All trips have to enter and leave the community use only a few access routes; East Blithedale and Alameda Avenues receive the bulk of this travel. (This out-of-the-way

location does have the advantage of reducing through traffic to an almost insignificant level, since Highway 101 carries almost all long-distance trips.) The heavy, outbound traffic has created major problems in three places: (1) Tamalpais Valley Junction, (2) East Blithedale Avenue between Camino Alto and the freeway, and (3) East Blithedale west of Camino Alto to Lytton Square.

Peak hour traffic directed towards San Francisco and the Marin communities south of Mill Valley favors the Miller-Almonte route to Highway 101. Combining with traffic from Tamalpais Valley and areas along Highway 1, it creates severe congestion problems at Tam Junction. In light of certain environmental and community quality constraints, it is not considered desirable to expand the capacity of this intersection.

Southbound trips have the alternative of using the East Blithedale connection to the freeway, but there they are added to trips bound to Strawberry Point and Tiburon-Belvedere and north along Highway 101. The consequence has been congestion along the two-lane section of East Blithedale near Alto Center. As the number of trips made in the Mill Valley area increases in the future, the Tam Junction capacity constraint will force yet more cars onto this section of East Blithedale, making expansion of the roadway to four lanes imperative.

Heavier use of East Blithedale east of Camino Alto as an access route to the freeway has the effect of increasing use of the same road from Lytton Square and the western parts of the City. However, because of the narrowness and crooked alignment of the roadway as well as the short setback of housing from the road, this section of East Blithedale is much more suitable to use by local traffic than to use as a major arterial. Traffic along this portion of East Blithedale numbers as many as 11,500 vehicles per day producing adverse impacts on the adjacent neighborhoods in terms of noise, air pollution, and safety. In addition to these three problem areas, weekend recreation travel congests Mill Valley's road system, especially along the major access routes.

Future residential development will affect the traffic pattern primarily in the eastern parts of the City. While some infilling of residential areas is expected in west Mill Valley, the major vacant parcels are all located to the east; completion of the Shelter Ridge and related developments as well as development oriented towards Camino Alto north of East Blithedale will constitute about 80 percent of the development expected for Mill Valley as a whole. (The Shelter Ridge area will get fully two-thirds of the total development.) The proximity of these developments to Highway 101 will probably cause their residents to be dependent on areas outside of Mill Valley for work and services to a degree even greater than that characteristic of the City's current population. The result will be still heavier traffic on East Blithedale between US 101 and Camino Alto and Miller Avenue east of Camino Alto. If present auto use patterns were to continue, completion of the Shelter Ridge area developments would create congestion problems on and near the East Blithedale-101 interchange.

Public transportation in Mill Valley is provided by the Golden Gate Bridge, Highway and Transportation District, which runs six bus routes through the community. While Golden Gate carries substantial intra-county travel, under contract with the Marin Transit District, by far the bulk of its Mill Valley patronage (upwards of 75 percent) is directed towards work locations in San Francisco. Approximately 30 percent of the total trips from Mill Valley to San Francisco go via Golden Gate Transit. Except for Golden Gate's routes along East Blithedale and Miller Avenues, there is currently no local transit service.

Mill Valley joins the County-wide bicycle trail system by routes along Miller Avenue, Camino Alto, and the Northwestern Pacific Railroad right-of way. Connecting routes on City streets lead to Lytton Square and into the adjacent hill neighborhoods; cyclists share most of these routes with auto traffic. Pedestrianways in the City follow the major streets with stairways and footpaths providing more direct access in hill areas. Hiking trails -- including the Dipsea, Tenderfoot, and Zigzag trails and numerous fire roads -- allow travel by foot to Mt. Tamalpais, the Golden Gate National Recreation Area, and other County open space areas.

SPECIFIC POLICIES

Provision of the facilities which accommodate the circulation needs of the community cannot be separated from consideration of the uses which generate the need nor the physical and social fabric of the area within which these transportation elements must be fitted. It is estimated that the existing residential population of Mill Valley and the Homestead area produces approximately 55,500 person trips per day, of which 23 percent are for home-to-work purposes and the balance for shopping, business, or social purposes. Assuming development to the level permitted in the housing portion of the Plan, 76,500 person trips per day could be generated. The major portion of the new trips would originate in the East Mill Valley area. The specific policies of this section are intended, therefore, to balance satisfaction of travel needs with the achievement of a satisfying and healthful living and working environment. The first of the specific policies addresses the relationship between land use and circulation, while the balance of the policies speak to the specific requirements for transit, auto, pedestrian, and bicycle use.

LAND USE/CIRCULATION POLICIES

The following policies shall apply.

PROTECTED NEIGHBORHOODS. Existing residential neighborhoods shall be protected from intrusion by heavy through traffic movements. Specifically, through traffic use of Sycamore and Locust Avenues and La Goma Street within the Central

Triangle area, Montford, Molino, and Edgewood Avenues, and Throckmorton, Cascade, and Marion Avenues should be discouraged. Additionally, use of East Blithedale as a thoroughfare should be discouraged and through traffic directed instead to Miller Avenue.

PERMITTED RESIDENTIAL DENSITIES. Development of vacant unplatted lands whose sole means of access is via existing residential streets shall be limited to densities which will not produce substantial increases in traffic volumes on those streets. For the purpose of administering this policy, traffic volumes exceeding 20 percent of the current 1974 volumes shall be considered substantial. Where more than one vacant, unplatted site would contribute vehicular traffic to the residential street, the aggregated densities shall not produce traffic increases beyond the 20 percent level. If the existing neighborhood street fails to meet the City's current subdivision road standards and cannot be brought up to this standard without disruption of significant vegetation, land forms, hydrological processes, and existing residential structures and sites, and without excessive improvement cost to the City, a maximum density of one dwelling unit per five acres shall be required except for already recorded lots. However, where two or more adjoining platted lots are in single ownership, they shall be considered as a single parcel for purposes of determining allowable density.

RESTRICTIONS IN SLOPE INSTABILITY AREAS. Development shall be prohibited on lands where road access and provision of water, gas, sewer, and power lines can only be provided by transecting land with severe slope instability problems. This requirement serves to protect the public against later term maintenance costs and eliminates potential safety problems created by the disruption of road, power, water, and sewer connections.

PRIMARY GROWTH AREAS. Major new growth, both residential and commercial, shall be limited to those areas of the City which have immediate access to designated major arterials and are well located to be served by both inter- and intra-city transit. Areas of the City which meet these conditions are: a) Upper and Lower Miller Avenue, 2) the Alto Bowl area, and c) portions of the Bayfront lands.

AUTOMOBILE CIRCULATION POLICIES

The primary roadway network consisting of major arterials and neighborhood collector streets is shown in Figure C2. The following specific policies shall apply.

MAJOR ARTERIALS. The primary means of auto access to and from Mill Valley shall be provided by the combination of Miller Avenue and its extension to US 101, and East Blithedale east of Camino Alto. The latter should be constructed to four lanes along the entire length. Use of East Blithedale west of Camino Alto should be discouraged and traffic encouraged onto Miller Avenue via Camino Alto. Initially, this objective

should be achieved by assigning a major portion of the traffic signal interval to left turn movements from East Blithedale east of Camino Alto onto Camino Alto when approaching from US 101, but ultimately the intersection should be reconstructed to provide a more direct connection of Camino Alto and the portion of East Blithedale to the east of Camino Alto. Improvements should also be made to the Miller Avenue/Camino Alto intersection to accommodate traffic diverted from the residential portion of East Blithedale.

The City should support efforts to improve access to Miller Avenue via State Route 1 and Almonte Boulevard in order to encourage use of Miller Avenue in preference to East Blithedale. Road improvements along this section will not require any substantial changes in topography or vegetation along the Almonte Boulevard portion of the route. Consideration should be given to bypassing the existing Tam Junction commercial area as recommended in the Tamalpais Valley Planning Area Plan. However, to achieve this would most likely require use of redevelopment powers to ensure that the roadway does not encroach on the adjoining marshlands. Access to fronting properties should be coordinated to eliminate the type of access problems which presently interfere with traffic movement on the existing roadway. Where feasible, curbside parking should be eliminated to improve traffic efficiency and safety.

RESIDENTIAL COLLECTOR STREETS. Nine local residential streets are designated as neighborhood collector streets (See Figure C2). Although the rugged topography of Mill Valley has produced a road network without a clear or consistent hierarchy of routes, portions of these nine streets tend to collect vehicular trips from the other circuitous hill roads and funnel them down to Miller and East Blithedale Avenues. No major alteration should be made to these roads since such changes would necessitate severe disruption of land forms and stream channels, destruction of major vegetation, and alteration of the character of the adjoining residential areas. However, small-scale improvements which reduce hazards to motorists and pedestrians caused by inadequate sight lines, constricted land widths, and on-street parking conflicts, should be undertaken where possible. In particular, steps should be taken to limit on-street parking along these routes and replacement off-street parking provided. Along West Blithedale and Summit Avenues, pedestrians should be encouraged to use the parallel Corte Madera and Tamalpais Avenues, respectively.

SYCAMORE AVENUE RESTRICTIONS. Use of Sycamore Avenue as a substitute entrance and exit route to the City should be avoided.

LYTTON SQUARE CIRCULATION. Through traffic should be routed around the Lytton Square commercial area to enable the Square to be more of a pedestrian oriented focus and to provide better circulation and parking facilities in the area. No further substantial modifications to the circulation system should be made until an analysis has been completed and a specific plan approved.

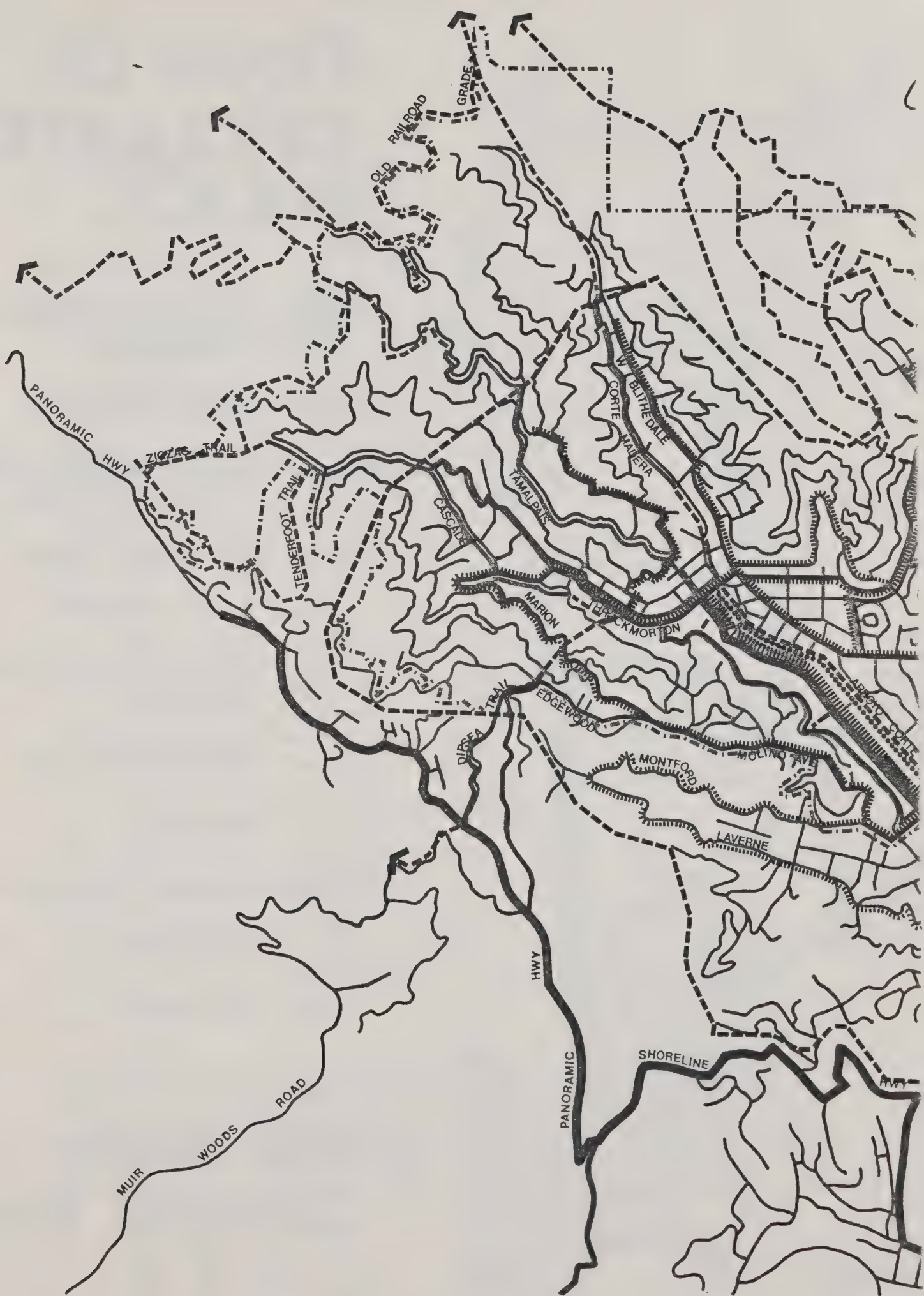
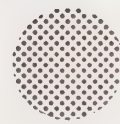


Figure C2 CIRCULATION POLICY



Improve or Redesign Intersection



Major Arterials



Local Neighborhood Collector Streets



Intra-City Transit



Local Transit



Dial-a-Ride Service Area Boundary



Equestrian Trail

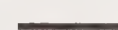


Bikeway

Pedestrianway / Hiking Trail



Off Road



On Road

Mill Valley General Plan



PUBLIC TRANSIT

The major provisions for public transit are shown in Figure C2.

Specific elements which make up the public transit system are set forth below.

INTER-CITY SERVICE. Inter-city service is presently the responsibility of the Golden Gate Bridge, Highway and Transportation District, with service provided along Miller Avenue, East Blithedale, and Camino Alto. (Golden Gate Transit service within the County is provided under the auspices of the Marin County Transit District.) It is estimated that the Golden Gate buses presently carry about 30 percent of the Mill Valley home-to-work trips destined for places of work outside the community. In order to avoid future congestion problems along East Blithedale between Camino Alto and US 101 and along Miller Avenue, and to reduce the potential for unacceptable air pollution, it shall be necessary to achieve at least 40 percent transit use for home-to-work trips and to achieve greater use of transit for non-work related travel. It shall thus be necessary to expand present Golden Gate bus service beyond the present level and to support it with local transit service as described below.

LOCAL TRANSIT SERVICE. Provision of local transit service should be provided in order to: a) facilitate greater use of transit for home-to-work trips, b) eliminate extensive parking areas in Central and East Mill Valley, which would otherwise be needed to serve inter-city transit users, c) relieve present and avoid future traffic congestion problems which would otherwise occur, d) provide mobility for persons who, because of age, income, or disability, have no or limited access to a private auto, e) reduce air and noise pollution, f) provide transportation for those who cannot or prefer not to drive, g) conserve energy and fuel, and h) to encourage shopping in Mill Valley. A key factor presently limiting use of transit for home-to-work purposes is limited off-street parking for bus commuters. Based upon projected travel demand, it is estimated that 19 acres of parking will be needed to accommodate 40 percent transit use for home-to-work trips if local transit feeder service is not provided. This assumes that 75 percent of the commuters drive and park their car, and the balance either walk, bike, or are driven to and from the bus stops. Given the existing land development pattern of Mill Valley, it would be virtually impossible to provide 19 acres of parking in convenient locations for Golden Gate Transit riders.

With provision of local transit service, commuter parking demand, again assuming 40 percent commuter use, would be reduced to five acres. Provision of local transit in Mill Valley will be difficult and expensive in comparison to most communities due to the narrow roads, steep grades, and discontinuous road network. Local transit vehicles must be small (probably eight to twelve passenger vehicles) in order to operate on the local streets, and to allow greater flexibility to respond to varying use needs.

However, extensive routing of vehicles will be inefficient because of the discontinuity of the roads. Two types of service are recommended. First, to accommodate home-to-work travel, fixed-route service during the peak hour is proposed for neighborhood collector routes as shown in Figure C2. With the exception of the remote and sparsely developed areas in the northwest portion of Mill Valley, the proposed routing could be within 1000 feet of most residences. The exact routing, however, should be developed based upon actual operating experiences. A second type of service could function during the balance of the day in the form of "dial-a-ride," wherein the local bus is routed to your home when called, in combination with a fixed-route but not necessarily fixed-schedule service. Buses responding to calls in a given neighborhood could return along a designated route and pick up passengers at regular stops. During commute times, most local buses could discharge passengers at Golden Gate Transit stops; at other hours, service could be focused on local destinations, such as shopping and recreation facilities in Mill Valley and adjoining areas. A portion of the local bus service might be provided by a business-mens'-shoppers' shuttle service.

The provision of local transit service will be costly. However, when compared to public expenditures required to widen roads and provide off-street parking for continued auto uses, indirect public costs such as air pollution, and private expenditures on private auto travel such as gas, auto insurance, license fees and maintenance, expenditures on local transit would be a wise investment.

All future transit systems, where feasible, should provide bike racks on their transit vehicles.

PEDESTRIANWAYS AND HIKING TRAILS

One of the key factors contributing to the quality of life in Mill Valley is the pedestrian-oriented environment which permits easy access from most residential areas to the major open space recreation resources of southern Marin. Moreover, the restrictions placed on auto use by the existing road system and the small-scale of the community make walking a viable alternative to the auto for non-recreation travel. In order to protect and enhance the present pedestrian orientation, the following policies shall apply.

MAINTENANCE AND RESTORATION OF EXISTING WALKWAYS. The early platting of Mill Valley provided for a system of pathways and stairways to compensate for the lack of cross streets produced by fitting roads to the contours of the land. Over the years many of these pedestrian links have fallen into disrepair and their function has been ignored. Fortunately, the City has now begun a program of restoring these pedestrian routes. This program should be continued and all existing rights-of-way protected.

PROVISION OF NEW WALKWAYS. New walkways and stairways should be considered for addition to the system where feasible.

ON-STREET PEDESTRIANWAYS. Figure C2 designates a series of roadways along which special accommodations should be provided for pedestrians. These routes have been selected to provide access to off-road trails within the open space lands and links to transit stops and community-serving retail areas. Where possible, separate paths should be provided parallel to or adjoining the roadway. However, along many portions of the designated routes this is not possible, and pedestrians must share the roadway with autos. The main routes where this problem occurs are along Tamalpais and Corte Madera Avenues. To minimize these conflicts, the parallel streets, Summit and West Blithedale Avenue, are designated as neighborhood collector routes. Auto traffic should be encouraged to use these routes in preference to Tamalpais and Corte Madera Avenues. Additionally, the road surface on Tamalpais and Corte Madera Avenues should be marked in a manner identifying the pedestrian function of the streets.

The existing pathway along the west side of Throckmorton should be improved. The roadway surface along Cascade Drive should be designated in a manner similar to Tamalpais and Corte Madera Avenues. Here, however, it will be possible to provide a separate pathway along a portion of the route.

All new development along designated pedestrian routes shall be prohibited from locating parking surfaces or structures, mail boxes, fences or any other barrier along the roadway edge in a manner which would impede pedestrian movement and prevent construction of a separate pedestrian walkway.

OFF-ROAD HIKING TRAILS. Figure C2 depicts the off-road hiking trail network. The network originates at Kite Hill and the golf course area and connects with the fire roads and equestrian trails in the North Ridge area and with the Old Mountain Railroad Grade Trail. It further connects with Tamalpais Avenue via the Myrtle Avenue right-of-way and continues over to the Cascade Canyon Area and the Zig Zag and Tenderfoot trails, with additional paths along Corte Madera Creek as well as Richardson Bay. An additional trail linking the Bayfront and Alto Center area is also recommended. Where paths are shown along the same route as bikeways, separate accommodations should be provided.

EQUESTRIAN TRAILS

Special provisions should be made to provide equestrian access from the Tennessee Valley, North Ridge and Alto areas to the horse ring, whether located as at present along the Bayfront or relocated to an alternative site.

BIKEWAYS

The road pattern and road width make it virtually impossible to provide for separate bike lanes in most parts of Mill Valley. Any attempt to provide separate bicycle accommodations within the existing roadways is likely to produce conditions more hazardous than if bicycles shared the travel lanes with autos. It is proposed, therefore, that bicyclists use the same lanes as automobiles. Along routes with heavy bicycle use, special markings should be provided to remind motorists of the dual use of the roadway.

Within East Mill Valley, there still exist opportunities to provide for well-designed bikeways. Figure C2 indicates the Bayfront network which should make use of the Northwestern Pacific Railroad right-of-way, and a route paralleling the new section of Sycamore Avenue connecting with a bikeway along Arroyo Corte Madera. These bikeways would connect to bikeways in Tiburon, Sausalito and Corte Madera and expand upon the existing bike route along Almonte and Miller Avenues.

GENERAL. Motorized vehicles other than fire or police which should be prohibited from the designated trails and walkways. Non-native plants, such as broom, should be controlled by removal or trimming along roadways and trails where they impair safety or visual amenities.

PARKING

The City's policy on parking is critical on several accounts. Among these are the visual impacts created by parked vehicles, the potential for interference with traffic movements, preemption of land which might better be used for other purposes, and the need to reconcile provision of parking (and thus encouragement of auto use) with policies promoting greater use of public transit. The policies are provided as a basis for guiding the City's actions regarding parking.

COMMUTER PARKING. Provision of parking for commuters should be minimized by providing good local transit service. The City should consider providing additional bicycle parking for commuters. As already noted, without local transit, land required for commuter parking would be approximately 19 acres, if inter-city transit ridership rose to 40 percent of all work trips related to destinations outside the City. Small-scale lots should be provided near Lytton Square, along Miller Avenue, and in the Alto Center area.

RESIDENTIAL PARKING. Parking requirements for new residential development located in close proximity to major transit service should be set at a lower level than in areas where access to public transit is limited. This will also serve to deter multiple automobile ownership in these areas and thus auto dependency. The opposite policy should be maintained in remote hill areas where transit is less feasible. Here, stringent parking requirements reflecting the dependency on the auto should be

required. Specifically, variances should not be given from the required number of spaces, and the siting of the off-street parking should be restricted to portions of the site which eliminate conflicts with auto movements along the already constricted roadways and which do not interfere with pedestrian movements along the street.

COMMERCIAL PARKING. With provision of local transit, the City's parking standards for commercial uses should be reduced to encourage greater use of transit. To further promote transit use, consideration should be given to establishing maximum parking standards which cannot be exceeded. Off-street parking facilities should be provided at the perimeter of the Lytton Square commercial area to enable the Square to be more pedestrian oriented. However, no further substantial modifications to the parking arrangement in Lytton Square should be made until an analysis has been completed and a new specific plan approved. Commercial parking should take precedence over commuter parking in the Lytton Square area. Limited employee parking should also be provided for in commercial areas.

RECREATION-RELATED PARKING. Provision of parking for major outdoor recreation areas is difficult since accommodation of the automobile tends to preempt land needed for recreation use and also disrupts the scenic quality of the recreation area. In order to avoid these problems, the City should secure agreement with the school districts for use of school parking facilities located at Tam High, Middle School, and other school sites and with owners of private off-street parking lots in commercial areas for weekend use by recreationalists. In the Bayfront area, provisions should be made for the unloading of non-motorized boats at the boat dock. Parking, however, for autos and boat trailers should not be provided in the area immediately adjoining the Bay or its related marshes.

IMPLEMENTATION

Regulatory changes, which should be undertaken to implement the circulation policies and circulation-related capital improvements, are outlined below. The Implementation Element provides a description of possible sources of funding for transit, pedestrian, and bicycle accommodations.

REGULATORY METHODS

The land capacity ordinance has already been mentioned as a major implementation method for open space, conservation, and safety objectives. It should also incorporate provisions tying permitted density to the accessibility of the site in accordance with the policies set forth in this Element. Additionally, a thorough review should be made of the City's parking standards, and modifications made to discourage continued dependency on the auto as the primary means of transportation.

CAPITAL IMPROVEMENTS

With East Mill Valley, the following capital improvement actions should be considered: 1) widening of East Blithedale in the vicinity of Alto Center to four lanes; 2) construction of Sycamore Avenue, both the roadway and adjoining bikeway; 3) improvement of the Camino Alto/East Blithedale intersection; and 4) securing the existing Northwestern Pacific Railroad right-of-way and construction of a separate hiking path, bikeway, and equestrian path within the right-of-way. Improvement of East Blithedale should proceed before the Sycamore Avenue construction, otherwise it is likely motorists will begin to use Sycamore Avenue as a major entrance and exit to the City in preference to East Blithedale. This travel pattern should not be permitted to develop. The Sycamore Avenue Extension should be designed and constructed to provide flexible controls to restrict through traffic from the frontage road to Camino Alto. A high priority should be given to securing the Northwestern Pacific Railroad right-of-way with construction of the hiking path, equestrian trail and bikeway scheduled to coincide with other Bayfront improvements. The actual timing of construction will depend upon the revenue sources used for these improvements.

Within the Lytton Square area, the first priority should be given to development of off-street parking facilities so as to provide a more pedestrian oriented focus within the Lytton Square area.

TRANSIT TAX RATE ELECTION

Perhaps the most crucial implementation step to be taken is the establishment of local transit service. Immediate action should be taken to determine the most feasible administrative, operating and financing arrangements for local transit. The Marin County Transit District already exists as a taxing and transit planning agency. The next step should be setting up of a transit tax rate election. Due to the previous failure of a County-wide transit tax rate election, consideration should be given to a sub-district election for southern Marin or for Mill Valley and the immediately adjoining areas. This will require more detailed determination of the capital cost of transit equipment as well as estimates of ongoing operating costs, projected revenues and level of assistance available from the Federal Urban Mass Transit Administration capital grant program and the recently enacted Transit Operating Subsidy funds. To be eligible for the latter, transit service must be in operation and the need for operating subsidies documented. Further study should be given to operating responsibility; two alternatives are possible. The present arrangement between the Marin County Transit District and Golden Gate Bridge, Highway and Transportation District, where the County District contracts with Golden Gate for service, could be used, or the Marin County Transit District could operate and maintain the service itself.

CONTENTS

	<u>Page</u>
PURPOSE	CD-1
EXISTING CONDITIONS	CD-1
Community Structure	CD-2
Community Scale	CD-2
Community Appearance	CD-3
Sense of Place	CD-3
Relationship to Nature	CD-3
Containment and Separation	CD-3
Historic Continuity	CD-4
SPECIFIC POLICIES	CD-4
Natural Features of Citywide Significance	CD-4
Visually Prominent Ridgelines	CD-13
Visually Prominent Hillslopes	CD-13
Visually Significant Vegetation	CD-13
Open Water and Mudflats	CD-14
Creeks	CD-14
Scenic Roadways	CD-14
East Blithedale (US 101 to Camino Alto)	CD-15
Camino Alto	CD-15
Miller Avenue	CD-15
Special Subareas	CD-16
Lytton Square, Upper Miller Avenue, Lower Miller Avenue and Alto Center	CD-17
Bayfront	CD-17
Cascade Canyon and Blithedale Canyon	CD-20
Molino Area	CD-20
Central Triangle	CD-20
Warner Canyon	CD-21
Scott Valley and Alto Bowl	CD-21
Heritage Resources	CD-22
IMPLEMENTATION	CD-22
Mandatory Planned Unit Development	CD-22
Heritage Ordinance	CD-23
Specific Plans	CD-23
Design Review Ordinance	CD-23

CONTENTS

FIGURES

CD1	Citywide Scenic Resources	Follows	CD- 4
CD2	Citywide Heritage Resources	Follows	CD- 4
CD3	Special Subareas		CD- 16
CD4	Bayfront Design Units		CD- 18

TABLES

CD1	Heritage Resources		CD- 5
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COMMUNITY DESIGN ELEMENT

PURPOSE

The Community Design Element of the General Plan provides the means of ensuring that the unique character imparted to Mill Valley by the combination of topography, vegetation, and man-made structures is both protected and utilized to the benefit of the community. This Element is directed specifically towards achievement of Goal 3, "The natural environment should visually dominate the character of Mill Valley", Goal 5, "Mill Valley's small town character and appearance, its sense of community, and its historic values should be retained and enhanced", and the related objectives set forth in the Goal Framework. The community design policies and directives are also integrally tied to each of the other Plan Elements and serve as a means of promoting both a functional and aesthetically compatible fit of the permitted land uses, the physical environment, and the public facilities necessary to accommodate permitted uses.

EXISTING CONDITIONS

Community design is an elusive yet all-encompassing concern that can be thought of as the quality of experiences associated with the community. The range of experiences is broad and extends from one's immediate home and setting to a larger neighborhood, to the whole community, and to the interrelationships among these experiences and the experiences associated with areas outside the community. For descriptive purposes, the factors contributing to community design can be thought of as three highly interrelated components. The first of these components is structure, which is the physical arrangement of the parts of the community setting. The second is scale, which includes the physical extent and size of the setting as well as of the parts, such as buildings and roads, of which it is comprised. The third component is appearance, or the visual experiences generated by one's exposure to the community setting. In effect, it is one's perceptual responses to both the natural and man-made physical elements and their arrangements which establish the sense of scale and which form an identifiable structure for the community. Each of these components and the elements which contribute to each are discussed below as they apply to Mill Valley.

COMMUNITY STRUCTURE

The two key determinants of the City's physical structure have been the area's natural features and past and present transportation facilities. The steep, eastward-extending ridges of Mt. Tamalpais and the waters of Upper Richardson Bay have until now served as physical barriers to urbanization. This has resulted in the confinement of development to the level central valley, the smaller valleys branching off from it, and the lower hill slopes. Similarly, road access to the City has been limited to the Almonte-Miller Avenue and East Blithedale Avenue approaches. With the conversion of the railroad right-of-way along Miller Avenue to auto use, that route -- and not East Blithedale, which had been designed to serve as a residential street -- became the City's main traffic artery.

This in turn attracted commercial uses to this access corridor. Similar conditions have produced the dominant mode of commercial activity at Lytton Square. The Square originally served as the rail transfer point between San Francisco and adjacent Mt. Tamalpais. Later, commercial uses which had sprung up at this site were sustained by auto access permitted by the wider Miller Avenue right-of-way, but were limited by both the remoteness of the area from the main transportation corridor of Marin County - US 101 - and by the hilly terrain of the immediately adjoining lands. A weaker commercial mode has begun to develop in the Alto Center area in response to both the improved access from US 101 via East Blithedale and the addition of population in the northeast portion of the City.

In addition to the commercial district and the rugged topography which has established the outer limits of the community, there exists a series of residential subareas. For the most part, these residential subareas are distinguishable more by their differences of natural setting and vegetation than by their architecture. The accompanying diagram identifies the major subareas.

The combination of relatively unaltered natural areas, a simple and limited road network, and distinctive commercial and residential districts has produced a community structure which is easily remembered both in its entirety and its individual parts.

COMMUNITY SCALE

One of Mill Valley's main attractions has long been its small-town feeling or scale. The major factors contributing to this are: the readily apparent physical limits of the older portion of the City caused by the surrounding hill and water forms; the dense vegetation which dominates and often hides the roads, homes, and other buildings; the narrow neighborhood roads; the limited number of major (yet relatively narrow) roads; and the predominance of moderate-scale, one- and two-story structures even in the commercial areas. The scale of a community, however, entails

more than just the size of buildings or roads. It also includes the distances one travels from home to school, to play, or to shop. In Mill Valley, these distances still remain at a length at which it is reasonable to walk or bike to various community-oriented activities from most residential areas. Finally, the sense of scale is influenced by one's perception of the level of activity as expressed in numbers of people and vehicles present. Once again, the physical constraints placed on access to the community have produced a road network and commercial areas which cannot support intensive use. The resulting level of activity is equivalent to that generally associated with smaller, more isolated communities.

COMMUNITY APPEARANCE

Each of the previous aspects, community structure and community scale, are integrally tied to community appearance. For example, one's visual experiences tell whether a particular place is in or out of scale, convey a sense of containment, or weave together an historic sense of the community. Some of the major factors contributing to the distinctive appearance of Mill Valley are shown in Figures CD1 and CD2. Each of these is briefly discussed below.

SENSE OF PLACE. Mill Valley, due to its juxtaposition to Mt. Tamalpais, Richardson Bay and other major natural landmarks, has an unusually well-developed sense of place within the larger regional setting. This is further reinforced by the distinctiveness of the community structure and scale already discussed, as well as by individual elements such as extremely narrow roads and special settings like Lytton Square which set it apart from other communities.

RELATIONSHIP TO NATURE. At both the City and local scales, an unusually intimate relationship exists between the residential and commercial areas and the natural setting. At the City scale, many of the natural ridgelines still remain unaltered and provide the dominant visual backdrop for the community. Similarly, the Bayfront lands still remain open and provide both visual and physical access to the waters of Upper Richardson Bay. In addition to the ridgelines, prominent hill tops and slopes such as Kite Hill and Alto Hill remain unbuilt upon and establish a close physical and visual relationship to developed areas even in the eastern portion of the City. And in areas where development has occurred, the natural elements are still dominant. This relationship is threatened, however, at night by use of high intensity lighting along City streets. Creeks, groves of redwood, grass hills studded with oaks, marshes, and chaparral-covered slopes are commonplace as one drives or walks about the City. From almost any place in the City one experiences views of the natural features and it is only several minutes walking distance to areas still untouched by development.

CONTAINMENT AND SEPARATION. The sense of community scale and structure

is imparted in large part by the visual containment of the community and its separation from other nearby communities. It is the unaltered ridgelines of Blithedale Ridge, East Corte Madera Ridge, Kite Hill, and Alto Hill, the densely vegetated hill slopes along the City's south edge, and the waters of Richardson Bay which are the main contributing factors. Within the City, smaller scale natural forms and elements produce a similar effect of containment and separation for the various residential and commercial districts.

HISTORIC CONTINUITY. The visual experiences associated with Mill Valley are like a mosaic, with the various bits and pieces conveying a story of the City's origin and development. Once again, the natural features are important since they speak of the area's origin. Also of importance are buildings that represent the various stages of development of the community. Some of the most important of these are shown in Figure CD2. Equally important are the newer additions to the City which express the values of the present age. Fortunately, the City's older elements have generally been respected and many of the new elements developed in compatible manner. Table CD1 describes the significance of historic resources.

In summary, the community design of Mill Valley is one of great diversity and richness. These attributes are readily apparent upon initial exposure to the City; however, fuller appreciation can only be gained by careful exploration of the many neighborhoods, special districts, and natural areas which constitute the City.

SPECIFIC POLICIES

Specific community design policies are addressed to the following objectives:

- 1) preservation of the positive attributes of the physical and visual structure of the City;
- 2) retention of the small-scale character of the community;
- 3) integration and subordination of new development with and to the natural setting, both as viewed during the day and nighttime;
- 4) retention of the distinctiveness of the various residential and commercial areas which constitute the City;
- 5) protection of natural and man-made heritage resources; and
- 6) control of street lighting in all areas to maintain the dominance of the natural setting.

In brief, the specific policies of the Community Design Element are heavily oriented toward conservation of the present community environment. However, the policies are also directed toward enhancement of the community setting where visual deficiencies presently exist.

NATURAL FEATURES OF CITYWIDE SIGNIFICANCE

Figure CD1 identifies natural features of major design significance. The elements shown provide both physical and visual separation of Mill Valley from adjacent communities and are the main components of the major views which prevail on the

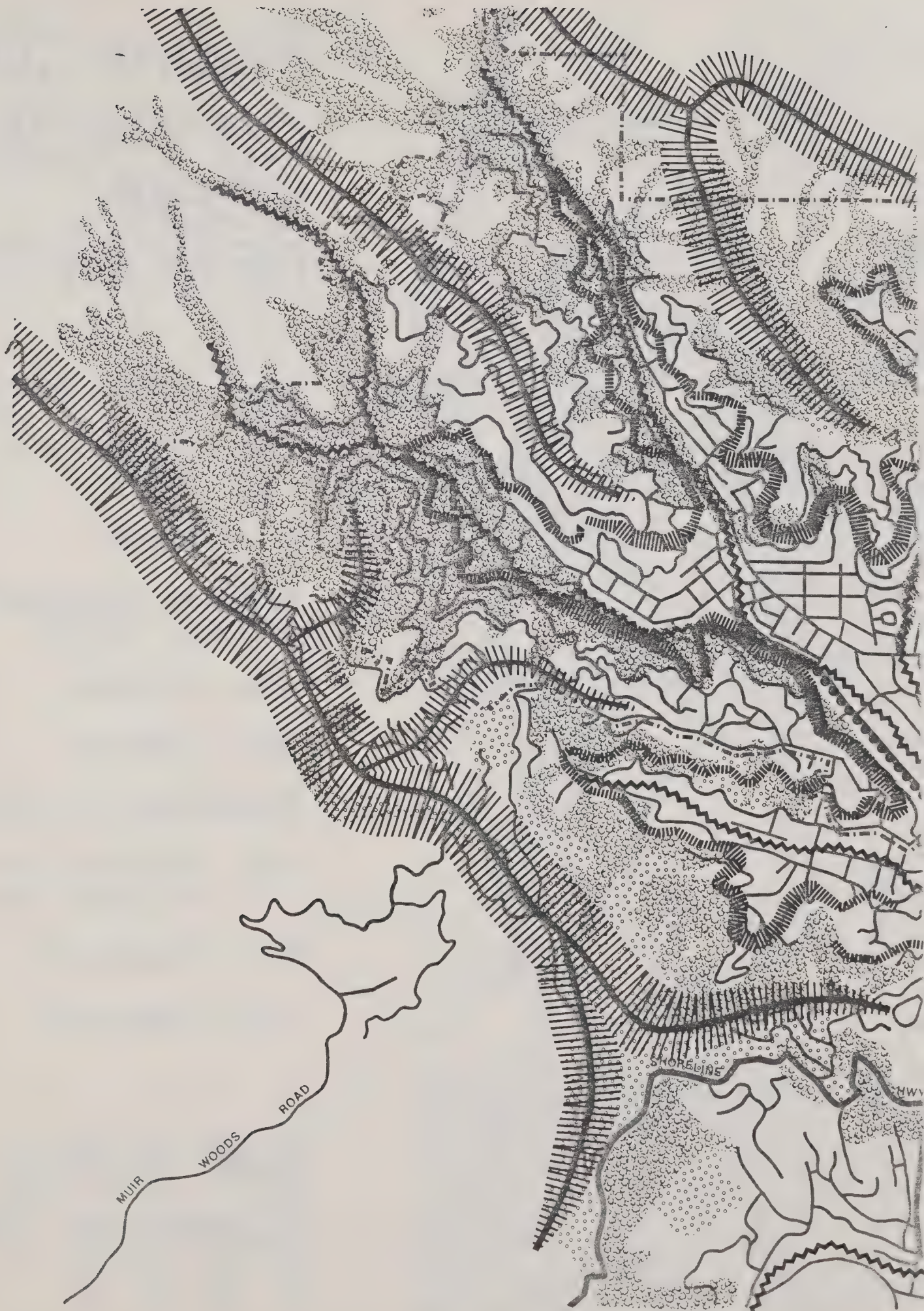


Figure CD1

CITYWIDE SCENIC RESOURCES



..... Scenic Roadways

~~~~~ Mudflats and Open Water

~~~~~ Creeks

VISUALLY PROMINENT NATURAL FORMS

||||| Ridgeline

||||| Hillslope

SIGNIFICANT VEGETATION

Redwood and Broadleaf Evergreen

Grassland

Marshland

Mill Valley General Plan



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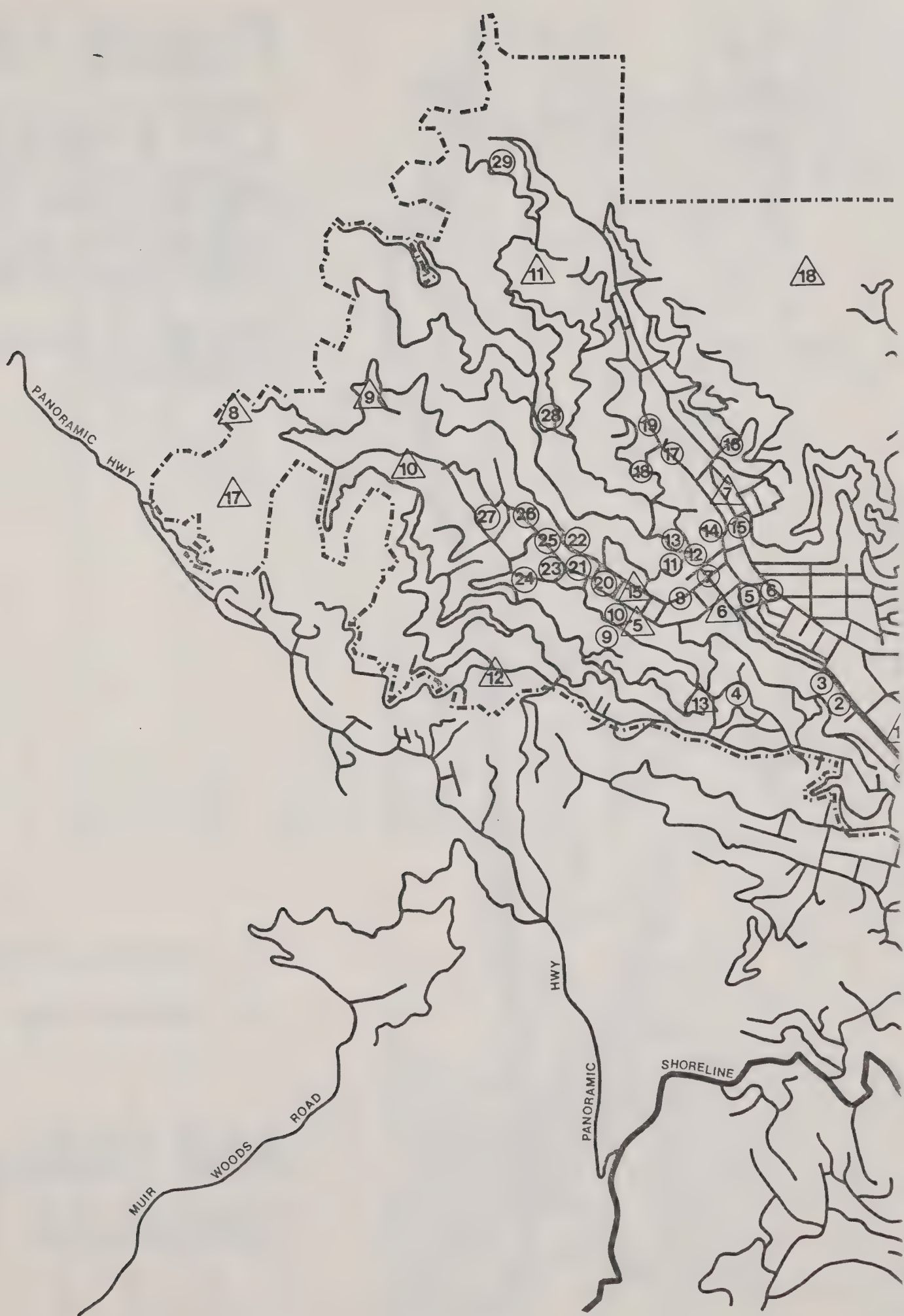


Figure CD2

CITYWIDE HERITAGE RESOURCES

(See Text for Specific
Identification)



⑩ Architectural Resources

△₁₄ Heritage Sites

Mill Valley General Plan



TABLE CD-1A HERITAGE RESOURCES (ARCHITECTURAL)

| NAME | LOCATION | VALUE OR REASON |
|--------------------------|--------------------------|---|
| 1. The Maples | 352 Miller | Built in 1890 for Jacob Gardner |
| 2. Gardner Villa | 239 Miller | New England influence (1803) |
| 3. House | 230 Miller | Original carriage house in rear of wooden house, doric-columned porch |
| 4. Treehaven | 123 Molino | Balconied, shingled house (1891) |
| 5. Bus Station | Lytton Square | Architectural interest |
| 6. Outdoor Art Clubhouse | 1 West Blithedale Avenue | Designed by Bernard Maybeck (1906) |
| 7. House | 21 Lovell Avenue | Interesting detailed house (1891) |
| 8. House | 64 Lovell Avenue | Small residence, unchanged(1891) |
| 9. Cottages | 35,37,39 Cascade Way | Summer cottages of interlocking timbers (1900) |
| 10. John Reeds' Sawmill | Cascade and Molino | Mill, from which town derives its name (1836) |
| 11. Evans House | 100 Summit | Bungalow style (1907) |
| 12. House | 60 Summit | Victorian Rambler |
| 13. Steamboat House | 15 Tamalpais Avenue | Designed in shape of a ferryboat (1893) |

| NAME | LOCATION | VALUE OR REASON |
|------------------------|----------------------------|--|
| 14. Cottage | 19 Lower Alcatraz | Strong "folk" character |
| 15. Home | 205 West Blithedale Avenue | Remainder of adobe incorporated into house (1883-1973) |
| 16. House | 315 Eldridge | Maybeck-designed shingle house |
| 17. Billings House | 160 Corte Madera Avenue | Large, woodsy, redwood house (1891) |
| 18. The Arches | 95 MaGee Avenue | Late victorian in character with Queen Anne octagonal tower (1891) |
| 19. House | 216 Corte Madera Avenue | Victorian with alternating fishscale and diamond siding house (1892) |
| 20. House | 418 Throckmorton Avenue | Late Victorian Architecture with Classic Revival details (1893) |
| 21. Falch House | 448 Throckmorton Avenue | Domed topped tower, many gables (1894 & 1905) |
| 22. House | 167 Lovell Avenue | Redwood-shingled cottage (1895) |
| 23. House | 465 Throckmorton Avenue | Colonial Revival house, possibly by Willis Polk (1893) |
| 24. House | 146 Cascade Avenue | Eastern Shingle Style Farmhouse |
| 25. Harvey Klyce House | 501 Throckmorton Avenue | Shingle Style house (1900) |

| NAME | LOCATION | VALUE OR REASON |
|---|-------------------------|--|
| 26. Burlwood | 565 Throckmorton Avenue | Three-story Tudor Mansion (1891) |
| 27. Washington House | 276 Cascade Avenue | Designed by Willis Polk (c. 1895) |
| 28. House | 45 Ralston Avenue | Designed by Harvey Harris, distinctive carved door and clearstory. |
| 29. Ralston White Memorial Retreat
(Garden of Allah) | 2 El Capitan Avenue | Interior designed by Willis Polk (1912) |

TABLE CD-1B HERITAGE RESOURCES (SITES OR FEATURES)

| NAME | LOCATION | VALUE OR REASON |
|---|---|---|
| 1. Former Indian Midden | 103 LaGoma (Mrn 10) | Birthplace of Chief Marin |
| 2. Indian Midden Sites and Former Rancheria | Along Salt Creek Below Scott Valley Tennis Club (Mrn 11 & 12) | Archaeological |
| 3. Indian Midden | NW of 765 Redwood Highway (Mrn 14) | Archaeological |
| 4. Former Indian Midden | 44 Shelley Dr. (Mrn 13) | Archaeological |
| 5. Indian Midden | 371 Throckmorton
Old Mill Park | Archaeological |
| 6. Indian Midden - former | Rear of 129 Throckmorton | Archaeological |
| 7. Indian Midden | 73 W. Blithedale
Miller Park | Archaeological |
| 8. Cascade Reservoir (City) | End of Cascade Dr. | 1890 - Historical |
| 9. Cascade Falls and Rock Formations | Cascade Park (City) | Ecological, Geological |
| 10. Three Wells and Rock Formations | Three Wells Park (City) | Ecological, Geological |
| 11. Marsh Japanese Garden | Blithedale Park (City) | Historical, Ecological
designed by George Marsh (1895) |

| NAME | LOCATION | VALUE OR REASON |
|--------------------------------------|---|---|
| 12. Edgewood Botanical Garden (City) | 434 Edgewood & Cypress | Educational, Ecological |
| 13. Kathleen Norris Park (City) | Florence, Wildomar, Helen's Ln, Lockwood Ln | Ecological |
| 14. Mountain Railroad R/W | W. Blithedale Canyon | Historical, 1896-1930
"Crookedest RR in World" Graves-Wurm |
| 15. Sulphur Springs (now covered) | Old Mill School Playground | Historical, Ecological |
| 16. Arroyo Corte Madera del Presidio | Blithedale Canyon & Paralleling Miller Avenue | Ecological, Historical
Rancho Boundary |
| 17. Cascade Creek | Cascade Canyon | Ecological |
| 18. Warner Canyon Creek | Warner Canyon | Ecological |
| 19. Ryan Creek | Alto Avenue | Historical, Ecological
Access to Reed Adobe |
| 20. Salt Creek | Scott Valley | Ecological |
| 21. Marshes | East Mill Valley Bayfront | Ecological |
| 22. Lizard Rock | Warner Canyon | Geological |

TABLE CD-1C HERITAGE RESOURCES (VEGETATION)

| HERITAGE TREES | LOCATION | VALUE OR REASON |
|----------------------------|---------------------------------------|--|
| <u>SPECIFIC HISTORICAL</u> | | |
| A. Four Almond Trees | 103-5 LaGoma | Reed Ranch Orchard (1834) |
| B. Pine Trees | 207 W. Blithedale | Blithedale Sanitarium & Hotel Grounds (1874) |
| C. 200 Olive Trees | Northridge Parcel | Project (1885) |
| D. Redwood Treehouse | Between Ethel & Miller Easement | 1892 Schlingman Estate (1892) |
| E. Cypress Grove | Cypress Point, Shelter Ridge | Heron Nesting Site |
| <u>NATIVE</u> | | |
| F. Buckeye | Salt Creek Behind Edna Maguire School | Indicate Indian Midden Sites & Food Source |
| G. Willow | East of Willow St. | Indicate former marshes & Present Waterways |
| | Alto Avenue off Hilarita | Access to Reed Adobe |
| | Between Presidio & Miller | |
| | E. Blithedale Gore | Scenic, Recreational |

| HERITAGE TREES | | LOCATION | VALUE OR REASON |
|----------------|-----------|--|--|
| H. Oak | | Boyle Park | Size |
| | | 1 E. Blithedale, Outdoor Art Club Grounds | Size |
| | | Throckmorton R/W near Olive In Grassy Slope Draws | Size |
| I. Redwood | | SW Ridge from Park St. & Miller up Entire Cascade Canyon | Old Mill Park (City) & State Historical Landmark
Three Wells Park (City)
Cascade Park (City) |
| | | Sunnyside & Miller | Ralston White Memorial Grove |
| | | Ptn Warner Canyon Glen Drive | 1885 Warner Estate |
| | | SWly slope of W. Blithedale Canyon | Miller Grove (City) |
| | | W. Blithedale and Eldridge Intersection | Ripley "Believe It or Not" Smallest Park in the World |
| | | Rear of Garden of Allah - El Capitan | 1929 Fire-Fallen Giants & Survivors |
| J. Cypress | Examples: | Cypress Avenue
Lovell & Bernard
Tamalpais & Madrona
60 Summit | Indicate former boundaries of early lots |
| K. Pine | Examples: | 768 Lovell
460 Cascade | Indicate early estates
Barkan Estate |

| HERITAGE TREES | | LOCATION | VALUE OR REASON |
|----------------|--|--|--|
| | | 207 W. Blithedale
Buena Vista-Oakdale
83 Elm
217 Miller | Blithedale Hotel
Palm Winery
Deffebach Estate
Wosser |
| L. | Walnut
Sycamore
Elm
Catalpa
Locust | Walnut Avenue
Sycamore Avenue
Elm Street
Catalpa
Locust | 1906 Tamalpais Park
Subdivision Street
Names and Plantings |
| M. | Pepper | Bernard Street | |
| N. | Eucalyptus | Examples: Montford-Edgewood
Ethel back of Miller &
Throckmorton
Camino Alto & Vasco | Indicate windbreaks

Old Dairy Site |
| O. | Magnolia | 230 Miller | Payne Estate |

approaches to the City and from the various parts of the City. The following policies shall apply to these elements.

VISUALLY PROMINENT RIDGELINES. The City of Mill Valley is sharply defined along its northeastern boundaries by the Corte Madera and Blithedale Ridges and by the hillcrests of Kite and Alto Hills. These features, which are presently free from obtrusion by development, should be retained in permanent open space due to their scenic importance.

VISUALLY PROMINENT HILLSLOPES. The sense of containment and separation provided by the ridgelines is further reinforced by the steep hillslopes rising abruptly from the valley portions of the City. As shown in Figure CD1, these include the lower slopes of the North Ridge area, the east- and south-facing slopes of Kite and Alto Hills and the steep slopes to the southwest of Almonte Boulevard and Miller Avenue. The latter are especially important since they define the southwesterly limits of the City in much the same manner as the dominant ridgelines to the north define the northeastern edge of the City. (Because of sightlines and distances, the higher Panoramic Ridge area is less visually significant from within the City of Mill Valley.) The natural form of these hillslopes shall be retained, along with associated vegetation. Where development is permitted by other provisions of this Plan, such development must be clustered to minimize physical and visual disruption of the hillslopes and maintained at an elevation and scale which allows the hillslopes to continue as the visually dominant element as seen both from major approaches and viewing points of the City as well as from adjoining residential areas. Roads serving developed sites shall be sited and designed to minimize alteration of the natural hill slopes. Cuts and fills shall be minimized by use of retaining structures.

VISUALLY SIGNIFICANT VEGETATION. The Open Space and Conservation Element has already addressed the natural resource value of the redwood, broadleaf evergreen, grassland, and marsh plant communities found throughout the City. The value of these plant communities is further reinforced by the scenic value they provide. These plant materials, in combination with the land forms, are the elements contributing to the uniqueness and diversity of the community setting. The marsh vegetation of the Bayfront lands should be protected in order to maintain the visual experiences of viewing these areas and their wildlife and to maintain the expansive entry views across Richardson Bay provided by the low-lying vegetation. The grassland slopes of Alto Hill and Kite Hill, which are key features of the entry views to the City from East Blithedale, and remaining grass slopes of Shelter Ridge, particularly those serving as the backdrop for views within the Bayfront area, should be retained. Where development is permitted, it should minimize disruption and displacement of the grasslands and avoid introduction of other plant species which would visually intrude upon the dominance of the grasslands.

The dense redwood and broadleaf evergreen cover which exists throughout major portions of the City must be retained. In those areas where further development is permissible, structures shall be sited in a manner which maximizes retention of existing trees and retains the wooded appearance of City roads such as West Blithedale, Summit, Cascade Drive, Lovell, Tamalpais, and Corte Madera Avenues.

OPEN WATER, MUDFLATS, AND MARSHLANDS. The open water area of Upper Richardson Bay and its related mudflats, marshlands, and tidelands shall be retained and no further reduction in these surfaces permitted. This will help ensure that the public can continue to enjoy the viewing of the shoreline birds and waterfowl which frequent this area, and it will help preserve the expansive views across the Bayfront from US 101, Miller Avenue, and Camino Alto.

CREEKS. The major creeks of the area, Arroyo Corte Madera, Cascade, Ryan, Warner, and Reed, along with a portion of Salt Creek serve both as special visual amenities and as major Citywide elements which help unify and define the physical structure of the City. Moreover, the presence of these creeks in their natural state is a continuing reminder and demonstration of the natural processes which have shaped and are shaping the natural environment of Mill Valley. These design values, therefore, further reinforce the creek preservation policies set forth in the Open Space and Conservation Element. Additionally, any structure constructed on a lot adjoining Arroyo Corte Madera, Cascade, Ryan, Warner, Reed or Salt Creeks shall be subject to design review prior to approval of construction. No further encroachment on these streams shall be permitted for purposes of expanding existing roadways, providing new roadways, or constructing other types of structures. The design of new or reconstructed vehicular or pedestrian crossing of these creeks should be carefully reviewed to ensure that their design is compatible with continuation of the natural flow of the creek and the creek zone appearance. Fences should be located so as not to unnecessarily obstruct the creek access along it and should be of materials which are compatible with the natural appearance of the creek area. In order to extend the aesthetic benefits of these creek areas to a greater number of people, public access to or along the creeks should be provided wherever physically feasible and consistent with conservation of vegetation and soils along the creek banks.

SCENIC ROADWAYS

Three roadways, Miller Avenue, Camino Alto, and East Blithedale east of Camino Alto, are designated in Figure CD1 as scenic roadways having Citywide significance. These roadways are especially critical since it is from these road approaches that it is possible to view the major components forming the Mill Valley setting and it is from these routes that the greatest number of persons daily experience the City. Specific design policies for these scenic roadways are set forth below.

EAST BLITHEDALE (US 101 TO CAMINO ALTO). The primary objectives for this City approach and exit are: 1) preservation of views of Alto Hill and Kite Hill, 2) retention and reinforcement of an informal landscape appearance which is in keeping with the curvilinear roadway and its proximity to the dominant natural forms of Enchanted Knolls, and 3) establishment of a visual continuity between this portion of East Blithedale and the section of Camino Alto south of East Blithedale in order to visually communicate the function of these two roadways as the major connection to the western part of the City via Miller Avenue. In order to preserve the views of Kite and Alto Hills, buildings and commercial signs in the Alto Center shall be sited and their height limited to ensure protection of views, and street trees and on-site landscaping shall be grouped in a manner which channels views towards the hills rather than obscuring those views.

CAMINO ALTO. Camino Alto consists of three distinctive segments. The first, from Miller Avenue to East Blithedale, should employ similar design standards as the just discussed section of East Blithedale. The second section immediately to the north of East Blithedale is characterized by the rise in elevation and the absence of trees above Blithedale, thus providing views out over the Alto area and southward across Upper Richardson Bay. Heavy landscaping of the roadside should be avoided in order to preserve the existing character and to protect views from the roadway. Design review for development in the adjoining downhill areas of the Alto Center should also ensure that views are not blocked and that special attention is given to the appearance of roof tops that will constitute a major element in this area's views. The third section of Camino Alto becomes more circuitous, and the landscape character is dominated by dense vegetation which is in character with the open space function of this area of the City and consistent with the appearance of the related portion of the roadway in Corte Madera. This character should be reinforced where it is weak by supplementary tree plantings, and visual encroachment by structures should be avoided.

MILLER AVENUE. Like Camino Alto, the appearance and visual experiences along Miller Avenue vary greatly and it is these variations which create a superb driving experience. In the initial section from Almonte Boulevard north to Camino Alto, the key visual features are the expansive views provided out over Upper Richardson Bay and the contrasting hill forms and tree masses along the west side of the roadway which produce a sense of confinement. The curvilinear road alignment further enhances this experience. The next section from Camino Alto west to Willow Street is characterized by the wide lineal roadway and the focus on adjoining commercial structures and distant Mt. Tamalpais. The last section from Willow Street to Lytton Square sharply contrasts with the preceding section. Here the prevailing feature is the lateral and overhead containment provided by the dense trees in this area. This serves to provide a dramatic approach to Lytton Square which is suddenly revealed to view. The previously adopted development plan for Miller Avenue has already established design criteria for this area.

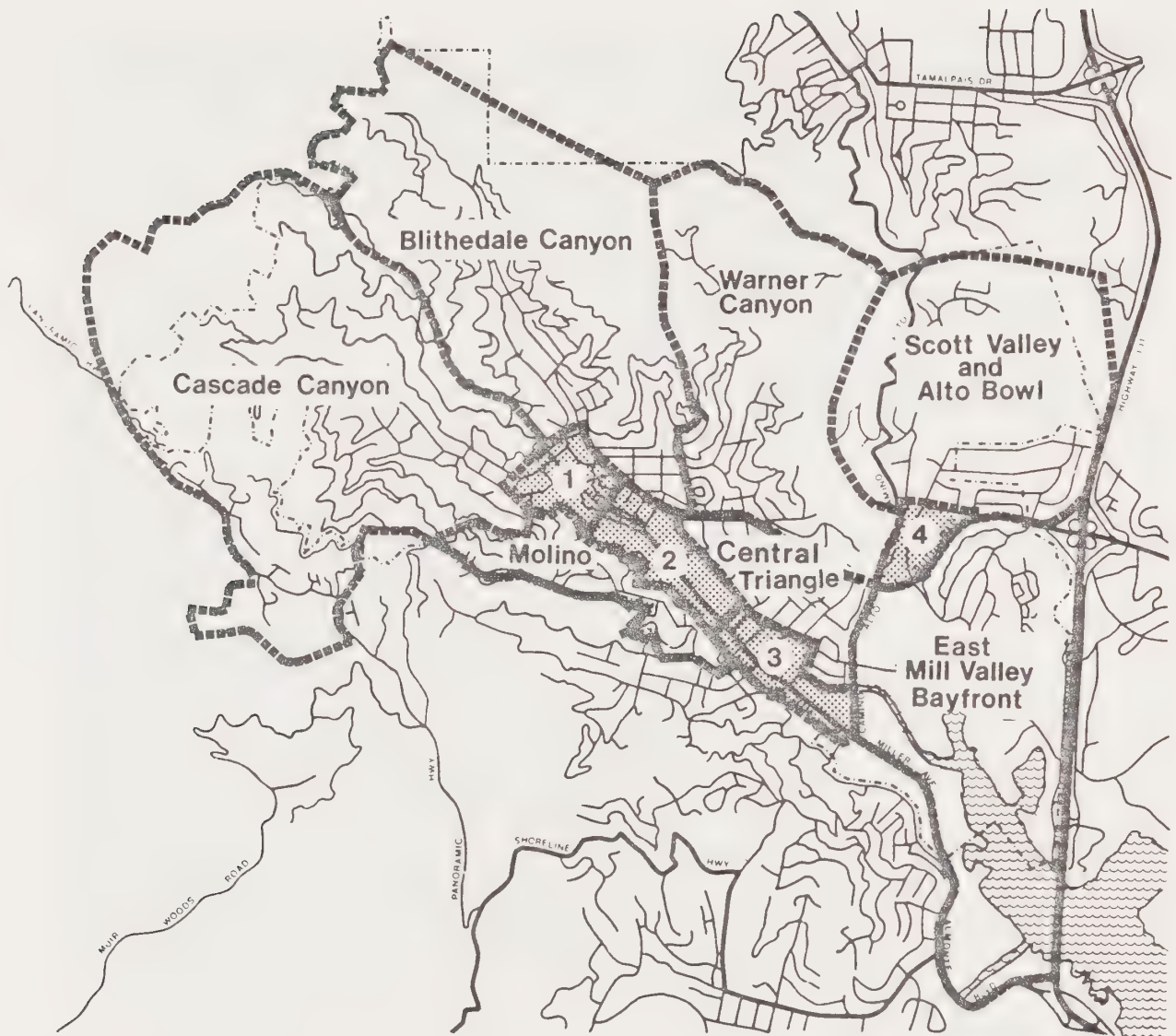


Figure CD3
SPECIAL SUBAREAS



COMMERCIAL AREAS

- | | |
|-----------------|----------------|
| 1 Lytton Square | 3 Lower Miller |
| 2 Upper Miller | 4 Alto Center |

SPECIAL SUBAREAS

Mill Valley is fortunate in having both a highly identifiable Citywide physical form and distinctive subareas. The accompanying diagram identifies the major subareas of the City which are distinguished either by differences in their natural setting, by

differences in the design, age, and function of structures, or by barriers such as hills or roads. For the most part, it shall be the City's policy to retain and enhance the design character which has evolved over the years. The exception is the Bayfront where such a pattern has not emerged. Design guidelines are presented below for these areas.

LYTTON SQUARE, UPPER MILLER AVENUE, LOWER MILLER AVENUE, AND ALTO CENTER. The already adopted development plans have established specific design criteria and standards for these commercial areas. These policies shall continue to be adhered to. In addition, design policies and criteria which were submitted with the development plans, but not officially adopted at that time, should be adopted as the basis for design review of public and private developments in these four areas. (Specific criteria and standards provided in Appendix to be incorporated into this section.)

BAYFRONT. The Bayfront comprises the ridge and south facing slopes of Shelter Hill and the low lying lands adjoining Upper Richardson Bay. The primary intent of the design policies for this area are: 1) retention of the scenic values created by the natural setting, 2) protection of public access to and enjoyment of the shoreline areas, and 3) balanced use of the Bay-related lands for recreation, housing and commercial purposes. Accompanying Figure CD4 identifies smaller design units within the Bayfront and serves as a key to specific design policies outlined below.

Building Heights. Building heights shall be designed to maintain a low-profile and minimize view interference as seen from both the Bayfront sites and adjoining roadways.

Building Siting. The following building siting requirements should apply.

1. Structures in Subarea A should be sited approximately 30 feet back from the right-of-way of Miller Avenue. Additionally, no building may be sited within 50 feet of the marshlands along the northern edge of the property or within 30 feet of the stream which bisects the site. These marshland boundaries are defined by limits of fill on previous marshlands as of September 21, 1972, the effective date of the City's Tideland Fill Ordinance.

2. Structures in Subarea B should be sited a sufficient distance back from the Sycamore right-of-way to retain the open appearance along this main approach to the Bay. Additionally, structures on this site should be set back a sufficient distance from the marshland along the southern boundary to avoid adversely affecting the ecological and visual values of the marshland. Similar site constraints should be imposed along the east boundary, adjoining the proposed shoreline park, to avoid visual encroachment on the park.

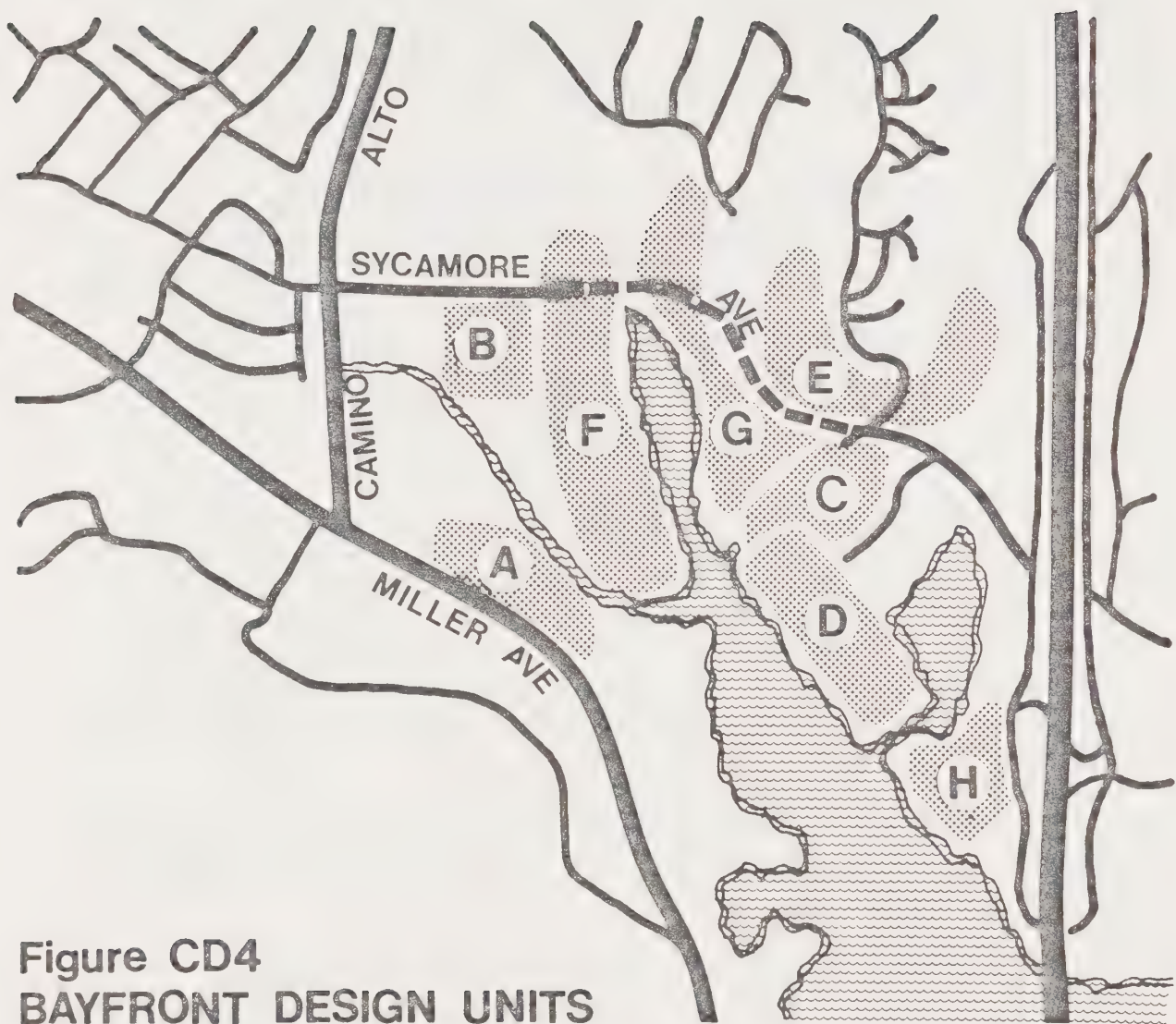


Figure CD4
BAYFRONT DESIGN UNITS

3. The south facing hill slopes of Subarea C should remain undeveloped with buildings sited along and back from the hill edge.
4. Buildings in Subareas D and H should be sited no closer than 80 feet from the mean high tide line along the western edge of the property along the Bay portion and within 50 feet of the mean high tide line within Shelter Cove.
5. Buildings in Subarea F should be limited to small scale structures which are auxiliary to the open recreation use of the site.
6. With the exception of the possible cultural arts center buildings in Subarea G,

buildings should be limited to small-scale structures which are auxiliary to the open space recreation use of the site. Such scale will minimize the visibility of the structures as seen from Miller Avenue and the shoreline recreation areas; will permit better coordination of parking serving the center, the Public Safety Building and outdoor recreation facilities; and will serve to reserve lands with more immediate shoreline access to outdoor recreation activities.

7. Building in Area E should be sited to maximize retention of the natural hill slopes which serve as a dominant visual background for the Bayfront.

Shoreline Treatment. Two distinctive shoreline treatments are proposed. Along the major portion of the Bayfront, the natural marsh edge should be retained and protected. Provisions for small boat use shall be provided at selected locations by wood piers connecting to floating docks. Within Shelter Cove a more urban appearance and use is appropriate. Here concrete or stone bulkheads, retaining walls or boardwalks may be considered. Docking space for small boats should be encouraged and provisions made for launching of small paddleboats and sailboats. Public access shall be maintained along both the Richardson Bay and Shelter Cove frontages.

Recreation Area Design. The two major public recreation sites consist of Subareas F and G. Within Subarea F, excellent views are provided of Richardson Bay, the adjoining marshes, and Mt. Tamalpais and its related eastward extending ridges. This area should be developed in a manner which protects and takes advantage of these scenic values. Therefore, recreation uses should be confined to those which maintain the present openness of the site. Large turf areas suitable for volleyball, softball, kite flying, football, and frisbee tossing are recommended along with provision of shoreline picnic facilities. Landscaping should retain the open nature of the park space. Parking should be very carefully considered in conjunction with a specific plan for the area. Within Subarea G different recreation uses and landscape design are appropriate. This area could be suitable for more intensive recreation use and could include court facilities such as tennis and basketball. These uses, however, should be limited to the portion of the site north of Sycamore Avenue or along the eastern edge adjoining the new Public Safety Building. Abundant landscaping would be appropriate throughout this area with provisions made for picnic facilities along the Bay and on the bluff. Most parking should be confined to the land north of the proposed Sycamore Avenue extension.

Sycamore Avenue Design. An informal landscape design should be employed along Sycamore Avenue. Street trees, if used, should be spaced to permit outward views from the roadway. A low berm should be provided along the Bay side of the roadway to reduce the visual intrusion as seen from Bayside recreation and open space areas. The nighttime visibility of the roadway should also be minimized by use of low-level lighting. Along the portion of roadway adjoining Subareas C, G, and E, where development is permissible, a fifty-foot setback from the right-of-way should be maintained. Separate bikeway accommodations should be provided along the Bayside of the roadway.

CASCADE CANYON AND BLITHEDALE CANYON. The design character of these two areas is quite similar. Each is characterized by narrow, circuitous roads, the visual prominence of the redwoods and broadleaf evergreens which screen most residential structures from full view, and the sense of containment provided by the canyon walls. Each area also contains a great variety of housing types and styles representative of the history of the area. The use of natural materials and earth-tone colors is common throughout both of these areas and further contributes to the subordination of the man-made elements to the natural setting.

The key design concern in this area should be protection of the visual dominance of the natural setting. To achieve this end, buildings should be sited a sufficient distance from the roadway to provide for screening by existing vegetation with steps taken to retain the existing vegetation. The existing narrow road widths should be maintained and the predominant use of natural materials and earth-tone colors for residential structures should be encouraged.

MOLINO AREA. Like Cascade Canyon and Blithedale Canyon, roads in this area are narrow and circuitous. Here, however, vegetation is less dense. The slopes immediately above Miller Avenue are covered with redwood and broadleaf evergreens while the balance of the area is more open. However, introduced vegetation in the latter area is now gradually producing an appearance similar to that of the redwood and broadleaf evergreen dominated area. Since development is located on the northeast facing slopes, broad views out over the central portion of Mill Valley are provided from both the roadways and residences. In turn, development on these slopes is visually prominent from central portions of Mill Valley. The key design policies for this area should be to encourage further planting of trees, particularly native species or conifers, which will complement the native vegetation along the northeast edge, and the use of natural building materials and earth-tone colors. This will help reinforce the visual definition of the community along its southwestern edge.

CENTRAL TRIANGLE. The level site and more conventional land platting of the Central Triangle provides for a design character, as well as living choice, quite different from that which prevails throughout most of Mill Valley. Consequently, the freestanding homes, each on its own readily identifiable lot, level front yards and tree-lined streets with curbs, gutters, and sidewalks take on a special importance within the context of Mill Valley. Other design features which distinguish this area are road layout -- sightlines along most of the streets do not extend more than several blocks -- and the predominance of older structures, many of which have design details which lend visual richness to the area.

It shall be the City's intent to preserve the visual distinctiveness of this area. To this end the following design policies should be observed:

1. To the extent possible, existing residential structures which are either representative of a period of the City's history or have unique or meritorious design should be conserved and remodeled in a manner which does not destroy the original design of the structures.
2. The landscape appearance of the streets created by regularly spaced street trees should be reinforced by removal of diseased or aged trees and replacement by trees of the same type. Sidewalks which are in disrepair should be brought up to City standards.
3. Front yard setbacks should be maintained and fences within the front yards limited.
4. All new residential structures should be limited to a scale comparable to that of existing residences.
5. With the exception of parcels backing onto Corte Madera Arroyo, site landscaping should maintain a more formal appearance and should permit retention of the visual prominence of the individual homes as viewed from the fronting street.
6. Special attention should be given to upgrading public facilities in the area.

WARNER CANYON. Two distinctive characters occur within the Warner Canyon area. In the lower, southern portion, development more closely resembles that of the Central Triangle. In this portion, the same policies outlined for the Central Triangle area should be followed. Within the main canyon portion, vegetation is less dense than in the Cascade and Blithedale Canyons, and introduced plant materials are predominant except along the creek where riparian plant communities occur and along the upper edges of the Canyon where broadleaf evergreens are found. With the exception of scattered cottages constructed before the major residential growth in this area, residential structures are generally one-story, ranch-style buildings. Within this northern portion, the main design aims should be provision of pedestrian access to the proposed trail system from Kite Hill and extending into the North Ridge area. Additionally, special attention should be given to the design of new residential structures which would immediately adjoin the existing and proposed open spaces.

Along these edges, use of natural materials and earth-tone colors should be required and landscaping limited to plant materials found in the immediately adjoining area in order that these additions will blend into the adjoining open space setting.

SCOTT VALLEY AND ALTO BOWL. The development pattern and appearance of this area have been firmly established. At present, its appearance differs substantially from other hill areas to the west due to the application of contemporary

subdivision standards. In its original state, the area was generally devoid of major landscape materials but trees have been heavily planted since development of this area. Within the near future, these introduced plants will reach a scale which will provide the effect of a heavily vegetated area. This pattern of landscaping should continue to be encouraged in the portion east of Camino Alto. To the west of Camino Alto, the natural landscape character should be retained. No special efforts to regulate building materials and colors is considered necessary in this area except for the small pockets of land at the base of Alto Hill where clustered development may be permissible. Here, use of natural materials and earth-tone colors should be encouraged and landscape materials should be related to the existing natural conditions.

HERITAGE RESOURCES

An important design element of Mill Valley is its rich inheritance of natural and man-made features which provide for a sense of historic continuity and serve as an educational resource. Figure CD2 identifies the location of three types of heritage resource: 1) buildings with historic or architectural significances; 2) educational or archaeological sites; and 3) heritage trees.

Further identification is provided in Table CD1. It shall be City policy to protect these items from destruction and to promote where possible their continuing utilization. The list provided represents an initial inventory using information supplied by the Mill Valley Historic Resources Advisory Committee or contained in The Guide to Architecture of San Francisco and Northern California, authored by David Gehard, et al. and Here Today, by the San Francisco Junior League. This list should be expanded upon and incorporated into the Plan following completion of the study by the City's Historic Resources Advisory Committee.

Although the list does not include contemporary structures, it shall also be City policy to protect the design integrity of buildings which exemplify contemporary architecture. Moreover, the intent shall be to achieve an amalgamation of the best and most representative architecture of each period of the City's history and to promote a respectful and compatible relationship between the old and the new.

IMPLEMENTATION

Four methods are identified below for implementing the design policies set forth in this Element of the General Plan.

MANDATORY PLANNED UNIT DEVELOPMENT. All development applications for undeveloped land, other than already platted single-family lots, should be

required to submit procedures under the provisions of the City's planned development. This will help ensure that roads, utilities, and buildings will be sited and that landscaping will be provided, which respects the special features of the site and is compatible with the larger scale design aims identified in the Community Design Element. In this way, design review becomes an integral part of the planning and design process and not a separate, and often too late, superficial appraisal of the building facade.

HERITAGE ORDINANCE. At present, the City has no legal method by which to protect buildings, sites, or landscape features having heritage, educational or archaeological value. An ordinance incorporating provisions for safeguarding all of these community resources should be added to the City's codes. Under such an ordinance, the City could delay approval of permits, which would remove or demolish the heritage item, for a reasonable period in order to permit sufficient time to attempt preservation by acquisition or other methods. Up to a year's delay is generally considered to be a legally acceptable period of delay. Additionally, the ordinance can require that exterior modifications not destroy the heritage value of the structure, with similar conditions imposed on buildings or sites adjoining a heritage site or structure.

SPECIFIC PLANS. Serious consideration should be given to preparation and adoption of specific plans for the entire Bayfront area and for the Alto Center area. Although the policies and criteria outlined in the General Plan and, in the case of Alto Center in the previously adopted development plan, provide guidelines for encouraging well-designed developments in these two areas, they do not provide sufficient means to ensure proper coordination between development on adjoining parcels. The use of specific plans, as authorized in State Law would permit a greater degree of control than could normally be exercised by use of zoning powers. If, as suggested elsewhere in the Plan, State authorized redevelopment powers are used in these areas, the specific plan would constitute the project area plan required under the provision of the State Community Redevelopment Law.

DESIGN REVIEW ORDINANCE. The City's present design review ordinance should be revised to incorporate specific reference to the General Plan and the previously adopted development plans for Lytton Square, Miller Avenue and Alto Center. Thus, specific policies found in each of these City planning documents would constitute the formal criteria and standards by which development applications would be reviewed. (The ordinance as presently written fails to provide clear guidelines for the findings of the review process and can lead to arbitrary and conflicting decisions.)

Review of single-family units should be limited to those areas of special concern as designated by the City Council, such as adjoining creeks, major paths, trails, parks and other public open spaces.

CONTENTS

| | <u>Page</u> |
|--|-------------|
| PURPOSE | 1-1 |
| FUNDING SOURCES | 1-1 |
| Multi-purpose programs | 1-1 |
| Housing and Community Development Act of 1974 | 1-1 |
| State Community Redevelopment Law | 1-3 |
| General Funds | 1-4 |
| General Obligation Bonds | 1-4 |
| Open Space Funds | 1-4 |
| Federal Land and Water Conservation Fund | 1-4 |
| Federal Wildlife Restoration Program | 1-5 |
| Federal Marine Protection, Research and Sanctuaries Act of 1972 | 1-5 |
| California Bagley Conservation Fund | 1-5 |
| State Fish and Game Department Natural Habitat and Ecological
Preserve Management Program | 1-6 |
| California Park and Recreation Bonds | 1-6 |
| County Funds | 1-6 |
| Housing | 1-6 |
| Possible State Assistance Programs | 1-6 |
| Municipal Revenue Bonds | 1-7 |
| Transit | 1-7 |
| Federal Highway Act of 1973 | 1-8 |
| National Mass Transportation Assistance Act of 1974 | 1-8 |
| Transportation Development Act | 1-8 |
| Bikeways | 1-8 |
| California Department of Transportation | 1-9 |
| State "Bicycle Lane Account" | 1-9 |
| SB325 Funds | 1-9 |
| REGULATORY METHODS | 1-10 |
| Land Capacity Ordinance | 1-10 |
| New Zoning Districts | 1-11 |
| Specific Plan | 1-12 |
| Other Zoning Ordinance Changes | 1-12 |
| REDEVELOPMENT POWERS | 1-13 |
| Other Code Requirements | 1-14 |

CONTENTS

| | |
|--|------|
| INTERGOVERNMENTAL COORDINATION | I-15 |
| Marin County Planning Department | I-15 |
| Marin County Housing Authority | I-15 |
| Local Agency Formation Commission | I-16 |
| Marin County Open Space District | I-16 |
| Marin County Parks and Recreation Department | I-16 |
| South Marin Subregional Sewerage Agency | I-17 |
| Marin Municipal Water District | I-17 |
| Marin County Transit District | I-17 |
| Mill Valley School District and Tamalpais Union High School District | I-18 |
| IMPLEMENTING PRIORITIES | I-18 |

IMPLEMENTATION

PURPOSE

Although an implementation section is not required in the General Plan by the State Planning law, it is virtually impossible to separate consideration of community goals and policies from the actions needed to achieve these ends. Moreover, it is difficult to monitor the community's planning progress unless the specific implementing actions are identified. The purpose, therefore, of this section is twofold: 1) to identify the possible implementing methods, whether these be regulatory techniques, potential revenue sources, or governmental procedures, and 2) to set forth a priority for implementation actions. This section of the Plan should be regularly revised - at least once a year, so that an updated appraisal of implementing methods is maintained and implementing actions which have been carried out deleted from the Plan.

FUNDING SOURCES

The following funding programs are potential sources that may be utilized to carry out recommended actions in the Plan. The particular programs suggested can be used as a guide to the types of money available. However, the content of programs may change from year to year, as may the commitment to funding. The following sections deal with the organizational framework within which application can be made for funding under the various programs. Therefore, this portion of the implementation section will concentrate on the particulars of the funding sources discussed herein.

The funds available can be divided into two categories: those programs which are available for a variety of uses and those programs which fund specific activities, such as the acquisition of open space for habitat protection purposes.

MULTI-PURPOSE PROGRAMS

HOUSING AND COMMUNITY DEVELOPMENT ACT OF 1974. This act sets forth Federal programs related to housing and community development and consolidates previous categorical programs, including open space and public facilities. It is a potential funding source for several of the activities recommended in the Plan. The Act is divided into several titles, each with particular criteria for

disbursement of funds. Title I of the Act establishes community development block grants for purposes of providing public improvements, which include open space acquisition, urban renewal and development of public facilities, such as the provision of sewer services or water. The primary objective of this portion of the Act is". . . the development of viable urban communities, by providing decent housing and a suitable living environment and expanding economic opportunities, principally for persons of low- and moderate-income." Community development activities which are defined by the Act to be consistent with this goal and germane to the goals of Mill Valley include the "expansion and improvement of the quality and quantity of community services, which are essential for sound community development" and the intent of ". . . a more rational utilization of land and other natural resources, and the better arrangement of residential, commercial . . . and other needed activity centers." The development of the Bay shore area for low- and moderate-income housing will be difficult without the provision of adequate sewage facilities and without the provision of open space required by potential residents of the area. The Title I monies could be used to finance these improvements in order to facilitate the development of the area for housing. This money can also be used for funding of bicycle paths, but the priority of other improvements will probably preempt available funds. The money for this Title is distributed in block grants allocated by Congress as part of the Act. Marin County has obtained agreements of the individual cities within the County, and has applied for designation as an urban county. Under this classification, the County, eligible for \$8 million over a five year period, receives the funds and distributes them among the local communities. Estimates of the allocation of funds within the County indicate that Mill Valley is potentially eligible for \$31,000 in funding year 1975, for \$62,000 in funding year 1976, and for \$93,000 in 1977. In compliance with HUD regulations, the County must prepare a Housing Assistance Plan and a three-year community development program by March 1, 1975.

Title II of the Act sets forth Federal programs related to assisted housing, and incorporates Section 8 of the Housing Act of 1937 and the Section 23 program for housing in private accommodations. It designates a Housing Assistance Payment Program for lower-income families, whereby the Secretary of HUD may enter into an agreement with public housing agencies, such as the Marin County Housing Authority, for leased housing units. The subsidy amounts to the difference between the rent the tenant can afford, determined by income and family size, and the market rental of the unit. The Marin County Housing Authority is applying for an allocation for 200 units under the housing assistance payment program, and will attempt to distribute the location of units throughout the County. The Act also provides for new construction, or substantial rehabilitation of housing, in which some or all of the units are made available for occupancy by lower-income families. Mill Valley should investigate the applicability of each of the subsidized housing programs to the community, and should utilize these programs to implement the goals of

obtaining a mixture of housing. Since the County is the recipient of the block grant monies and will establish priorities for disbursement of these monies, Mill Valley should seek coordination with the County.

STATE COMMUNITY REDEVELOPMENT LAW. This Act allows communities to utilize tax increment financing to carry out redevelopment activities, by applying tax increments obtained in the project area to finance planning, administrative, acquisition, and improvement activities. The Act permits the Redevelopment Agency to finance land acquisitions for public purposes, construction of public facilities such as roads, parks, and sewers, and administrative, legal, planning, and engineering costs related to the project. The Redevelopment Agency would be established by the City Council and would declare a project area and prepare a redevelopment plan. The Agency then would issue bonds to finance project area improvements and administrative costs and would apply the tax increments derived in the project area to pay the debt service on the bonds. Tax increments are those tax revenues produced in an area in excess of the revenues produced at the time the area is declared a redevelopment project. The excess revenues thus produced are used to pay off bonds issued to finance the expenses of the redevelopment process such as administration, planning, acquisition, and construction of public facilities.

The criteria set forth for use of this act requires that an area be blighted within the law's definitions of "blight". State Redevelopment Law differs from the Federal acts in the type of project that is eligible for funding under definition of a "blighted area". The State law includes in its definition of "blighted areas", "A seashore, and uninhabited areas adjacent thereto, within a community, are blighted areas when characterized by: (a) the imminent danger of a substantial decline in the coastal environment, including its recreational and aesthetic values, (b) the need for public beach areas and public access routes through such areas, (c) the danger to the quantity and quality of marine life through uncontrolled private development.

There are several areas of Mill Valley where the redevelopment approach would be applicable and which would qualify as blighted. The Bayfront area clearly qualifies as blighted since the area contains adverse soil conditions, flooding, and land plat problems, and meets the conditions established regarding seashore areas. Redevelopment of this area would be compatible with the recently adopted goals of preservation of shoreline habitat areas and the provision of public access to the shoreline. The use of redevelopment would allow coordinated development of the Bayfront area, and would enable the community to finance open space acquisition and other improvements in the area through the additional tax revenues generated by development. It would also ensure that development occurs in an orderly manner, consistent with the land capability of the Bayfront area. The nature and extent of residential and commercial development permitted by the Plan in the Bayfront area indicates that the potential tax revenues would be high. Tax increments could be

utilized to finance open space acquisition on the Bayfront and the development of bicycle paths. Monies could also be used to assist development of low- and moderate-income housing, such as by making funds available to a non-profit corporation which would be responsible for developing the housing.

The second possible area for use of redevelopment powers is the Alto Bowl area, where it would make possible a coordination of design and development to obtain better utilization of the available land in this area for residential development. Commercial development recently approved for a portion of this area would provide substantial tax increments in the immediate future.

GENERAL FUNDS. The City could appropriate monies from its general fund for a variety of activities, including open space acquisition, provision of bicycle trails, and street improvements. However, there are certain serious shortcomings to utilizing these funds for large-scale projects. In general, the amount available for such projects is limited. In addition, the use of the small amounts of funds that are generally available necessitates an incremental approach to improvements which is often impractical from an economic standpoint. In the case of open space acquisition, desired sites may no longer be available, or prices will have increased substantially over a period of time. Therefore in most instances, the use of General Funds will have to be combined with some type of special purpose funding, which will be related to specific programs.

GENERAL OBLIGATION BONDS. General obligation bonds can be used for a variety of purposes including municipal improvements and acquisition of open space and recreation lands. A major drawback at present is the requirement of two-third voters approval for issuance of such bonds. Nevertheless, this source would be the primary source of funding if the community wishes to finance development of a performing arts center. It can also be used to provide open space acquisition funds to supplement funds provided by County Measure A funds. The rather limited property tax base of the City, however, restricts use of this source. For example, the 1974 assessed value of property in Mill Valley totaled \$62.5 million. Based upon a tax levy of 10 cents per 100 dollars of assessed value, the tax revenues yielded would be about \$62,500 per year. This would increase local property taxes on \$50,000 homes by about \$12 to \$13 per year.

OPEN SPACE FUNDS

FEDERAL LAND AND WATER CONSERVATION FUND. This fund is administered by the Bureau of Outdoor Recreation of the U.S. Department of Interior, through the California Department of Parks and Recreation. Assistance is provided for acquisition and development projects approved by the State. Eligible development includes such projects as bicycle paths, roadside picnic stops, and marinas.

Priority is given to projects serving urban populations for basic facilities, and for projects for which other Federal financing is not available. Grants are made on a 50-50 matching basis, with the Federal share based on allowable project costs. The projects so financed must be permanently dedicated to public outdoor recreation use, and the agency applying for the funds must assume responsibility for continuing operation and maintenance. About 40 percent of the appropriated funds under this program are retained by the Federal government for use by such Federal agencies as the National Park Service, the Bureau of Outdoor Recreation, the Bureau of Sport Fisheries and Wildlife, and the National Forest Service. Acquisition and development of the railroad right-of-way for a lineal park and bicycle trail system may be applicable to this program.

FEDERAL WILDLIFE RESTORATION PROGRAM (PITTMAN-ROBERTSON PROGRAM). This program, administered by the Bureau of Sport Fisheries and Wildlife, provides assistance on a 50-50 matching basis to the State Fish and Game Department for restoring or managing wildlife populations and for preservation and improvement of hunting and related uses. In recent years, application of this fund to preservation of wildlife not related to hunting species has been successful. This funding program would be applicable to the goals of marshland preservation, and should be explored for acquisition of marshland areas including the KSW property.

FEDERAL MARINE PROTECTION, RESEARCH AND SANCTUARIES ACT OF 1972. The Marine Protection, Research and Sanctuaries Act of 1972 (commonly known as the Ocean Dumping Act) authorized the expenditure of \$10 million for the acquisition of marine sanctuaries through fiscal year 1976. A new bill in Congress would authorize \$6.25 million for the remainder of calendar year 1976. However, the U. S. Department of Commerce's National Oceanic and Atmospheric Administration (NOAA), which has implementation responsibility for the act, has never requested any of the authorized funds, and there has been no appropriation for acquisition of sanctuaries. The Marine Sanctuaries Coordinator at NOAA indicates that the administration may request funding for acquisition in fiscal year 1978, but it should be noted that its jurisdiction under the act extends only up to where the "water ebbs and flows" (approximately the high-tide line) and most of these lands are already state or federally owned. Nevertheless, it appears that the salt marshes in Mill Valley would come under NOAA's jurisdiction and could be eligible for acquisition funding.

CALIFORNIA BAGLEY CONSERVATION FUND. This fund is to be used for beach, park, and land acquisition programs, including wildlife areas, and coastline planning and development of recreational facilities, which are of a one-time, non-recurring nature. A total of \$40,000,000 has been authorized under the bill to be expended in three fiscal years following Fiscal Year 1973. Of this \$40 million, almost half has already been earmarked.

STATE FISH AND GAME DEPARTMENT NATURAL HABITAT AND ECOLOGICAL PRESERVE MANAGEMENT PROGRAM. Natural habitat areas that do not meet requirements of national significance to qualify for Federal acquisition and/or management may be acquired by the State Department of Fish and Game and managed by them. Where necessary, the State Department of Fish and Game also may contract with the Federal Bureau of Sport Fisheries and Wildlife to have the latter manage the natural habitat area. Funds for these activities come from the operating budget of the State Department of Fish and Game and other applicable Federal grants-in-aid, such as the Land and Water Conservation Fund.

CALIFORNIA PARK AND RECREATION BONDS. The State Beach, Park and Recreational, and Historical Facilities Bond Act of 1974, authorized issuance of \$250 million in bonds to acquire and establish beaches, parks, recreational facilities and historical resources. This funding resource could be utilized to implement certain of the open space recommendations of the Plan.

COUNTY FUNDS. Measure A, passed in 1972, established a 10 cent per \$100 assessed valuation property tax to be made available to the Marin County Regional Park and Open Space District. Funds are allocated for open space purchases throughout the County on the basis of priority. Portions of North Ridge have been purchased with these monies and contributions by the local community. A list of criteria to determine the priority for funds developed by the district includes such factors as the preservation of ridge tops, areas under development pressure, the degree of an area's visual or ecological importance, and the availability of local contributions. The recommendations for acquisition of Blithedale Ridge and Warner Canyon are consistent with the North Ridge Plan prepared by the County, which sets forth the intent for open space acquisition. This source of funding should be used for acquisition in these areas.

HOUSING

Although the primary sources of financial assistance for housing are contained in the already discussed Federal Housing and Community Development Act of 1974, there are other existing or potential sources which should be considered. These are identified below:

POSSIBLE STATE ASSISTANCE PROGRAMS. There are two possible State assistance programs which could provide funding for housing maintenance and rehabilitation programs. AB 352, if approved by the State Legislature, would provide 3 to 4 percent rehabilitation loans to homeowners in California. SB 148 is legislation which would authorize the State of California to sell up to \$100 million in revenue bonds, in order to provide low interest loans to developers of planned unit developments for low- and moderate-income housing units, particularly for those families whose income is between \$8,000 and \$15,000. The State would use its credit rating to

borrow money and channel it to non-profit or limited-profit entities, with the provision that the loans be repaid by the occupants of the housing.

MUNICIPAL REVENUE BONDS. There are several possible mechanisms for financing housing through revenue bonds including:

a. Municipal Revenue and Financing. The City could issue revenue bonds, utilizing the income to be received from any housing developed to pay the debt service on the bonds. The money would be made available through the City to non-profit sponsors of low- and moderate-income housing. As a general law city, the State enabling legislation would be necessary (proposed in State Legislature, 1974, AB 352) to empower the City to issue such bonds. The bond issue would have to be approved by two-thirds voter approval, and would require economic and financial feasibility prerequisites to obtaining voter approval. The bonds thus issued would require pledging all of the revenues generated by the proposed project(s) to retiring the bonds, and such bonds are tax exempted.

b. Public Authority Revenue Bond Financing. The City could execute a joint powers agreement with the County Housing Authority, and specify a scope of housing activities and designation of financial responsibilities such as sources of lease payments, and lessee-lessor relationship. This mechanism would not require voter approval; however, according to the legislation, it would require documentation that the housing is a "public purpose".

c. Non-Profit Corporation Revenue Bond Financing. A non-profit corporation could be established for the purpose of developing low- and moderate-income housing, run by a board of directors with members generally selected by the governing body of the local jurisdiction, the Mill Valley City Council in this instance. The non-profit corporation would be authorized to float revenue bonds to finance the acquisition and construction of public facilities, which would generally be leased to the City or the County Housing Authority. The revenue bonds issued are secured by an indenture pledging the lease payments to pay interest and principal on the bonds. If the City is the lessee of the facilities the payment would most likely become a general fund obligation. The housing to be constructed must fulfill a valid public purpose, with the burden of proof on the City or involved public agency. The legislation requires that the City or public agency must have title to the land to be developed, and that the site be developed according to plans and specifications prepared by the City or the involved public agency. Revenue bonds are tax exempted.

TRANSIT

In recent years the Federal commitment to public transportation systems has increased, with major bills passed to provide grants for capital improvements and operating subsidies.

FEDERAL HIGHWAY ACT OF 1973. This Act amends the Urban Mass Transportation Act of 1964 and allows Federal subsidies up to 80 percent of capital costs to local public bodies and agencies for acquisition, construction, reconstruction and improvement of mass transit facilities in urban areas. The 1973 Act increased the appropriation for Federal subsidies to such systems.

NATIONAL MASS TRANSPORTATION ASSISTANCE ACT OF 1974. This Act authorizes increased Federal assistance to mass transportation, with an appropriation of \$11.8 billion, to be disbursed over a six year period. The Act provides subsidies to cities with existing transit systems, up to 50 percent of operating costs. The monies are allocated through the Federal Urban Mass Transit Administration to the Metropolitan Transportation Commission. While at this time monies are allocated only to cities with operating systems, there is some potential, which will require careful exploration, to utilize these monies for new systems. The level of operating subsidy and capital grant cannot be accurately predicted, but the determination of subsidies and grants will be based on variables including population, population density, potential ridership and vehicle miles.

TRANSPORTATION DEVELOPMENT ACT. This State Act establishes a local transportation fund in the County treasury that utilizes a portion (1 percent) of the sales tax transmitted by the State Board of Equalization. The monies are designated for capital expenditures for transit districts which did not operate a public transportation system prior to July 1972, and can be utilized for the acquisition of land and other property, for acquisition or replacement of transportation vehicles, and for other capital expenses. This money is allocated by the Metropolitan Transportation Commission to the counties within the Bay Area. In Marin County, the Marin County Transit District is the recipient of these funds.

Potential local revenue sources are transit fares and property taxes. A flat fare would be recommended for all fixed-routes and a higher, possibly graduated fare, commensurate with the higher level of service, should be charged for dial-a-ride service. Special and/or reduced fares may be provided for senior citizens, children, and students, with a possible discount for transfers to Golden Gate Transit.

The property tax base is likely to remain a key revenue source along with the Federal assistance programs. To achieve a significant diversion of trips from the auto to transit will require convenient service in most parts of the City throughout the day. Consideration should be given to a tax rate election which would enable the existing Marin County Transit District to levy an additional tax rate for local transit operation.

BIKEWAYS

Bikeways are eligible for funding under the Department of Transportation Federal Aid Urban Funds, which are usable for most transportation facilities other than construc-

tion and maintenance of local residential streets. The Metropolitan Transportation Commission acts as the administering agency, allocating money to projects with city council specified priority. The 1973 Federal Highway Act authorizes the discretionary diversion of existing Federal-aid highway funds, limited to \$2 million per year, for each state to construct bikeways on Federal-aid highway projects. These funds would be appropriate for sections of the recommended bicycle paths paralleling U. S. 101.

THE CALIFORNIA DEPARTMENT OF TRANSPORTATION. A \$700,000 total has been authorized to construct bikeways along State highways for 1974-75. Again, qualifying bikeway projects proposed under this program involve a cooperative effort combining State and local funding, right-of-way provisions and construction engineering. Projects proposed by local agencies should be pursued through the Bicycle Coordinator in the District Office of the State Department of Transportation and must be part of a local master plan as a first requirement.

THE STATE "BICYCLE LANE ACCOUNT". In accordance with the Mill Bill (SB 36), the account annually allocates a total of \$360,000 among cities and counties for bicycle projects along local streets and highways. Projects funded must benefit the capacity or safety of the road. To date, the allocations have been made on the basis of population. As a result, very small amounts on the average are being granted for proposed projects. The State Department of Transportation is currently considering larger allocations by grouping areas.

SB 325 FUNDS. As of January 1974, at least two percent of SB 325 funds (derived from the .25 percent local sales tax revenue obligated to transit services) are directed to the building of bicycle and pedestrian facilities, unless the regional planning agencies have a more urgent need for the funds. Total SB 325 funds accruing to the Metropolitan Transportation Commission this year are estimated at \$37 million for which \$400,000 has been allocated to local agencies for bikeways. Santa Rosa, for example, has funded its entire bicycle path system from such funds.

A bottom line estimate of that amount of funding which might reasonably be expected by Mill Valley for its bikeway system should be based on these designated sales tax funds. With a population of approximately 14,900 in 1975, Mill Valley would account for approximately .07 percent of the State population in 1975. On a per capita basis, this total would yield \$745 annually from the two Department of Transportation bicycle accounts. Metropolitan Transportation Commission SB 325 funds distributed among the nine Bay Area counties will approximate \$35 million in 1975. If the minimum proportion of two percent is directed to bikeway projects, Mill Valley could receive \$2,384 based on a per capita allotment. Thus the combination of these two sources would yield only about \$3,000 per year. It is apparent then that implementation of the bikeway portion of the Plan must employ other sources of funding, such as tax increments and Community Development Act monies.

REGULATORY METHODS

Each of the Plan elements has identified various regulatory methods which can be employed to meet the aims of the respective element. Since in most instances the application of these regulatory methods overlaps the various elements, these methods are summarized below and their application noted. Where necessary, additional information is provided regarding the specific methods.

LAND CAPACITY ORDINANCE. Perhaps the most important of the regulatory methods proposed is the land capacity ordinance. This ordinance would replace the existing zoning provisions as the basis for determining allowable density. The existing zones, however, would continue to be used to designate the type of permitted use and to establish the base density which would be modified by application of the land capacity ordinance. The land capacity ordinance is a major means of promoting the public health and safety, and open space and conservation provisions. It is also tied to the provisions of the Circulation Element and indirectly serves to promote many of the aims expressed in the Community Design Element.

The primary intent of the Ordinance is to set the allowable level of land use based upon the conditions of the land rather than, as has been the normal pattern, on arbitrarily determined densities that require alteration of the land, vegetation, and hydrology for development. The Ordinance would require thorough documentation and analysis of both on- and off-site conditions as the basis for determining allowable density.

Briefly, the Ordinance should incorporate the following provisions described in the various plan elements:

- a. limitations on development due to on-site soil, geologic, seismic, hydrologic and slope conditions;
- b. limitations on development due to off-site soil, geologic, seismic hydrologic and slope conditions which could lead to disruption of road and utilities serving the site;
- c. limitations resulting from the inability to provide reasonable on-site road access;
- d. Five acre per dwelling unit requirement in areas with severe fire hazard potential;
- e. limitations on development on portions of sites with high natural habitat values;
- f. limitations on development where necessary to safeguard against soil erosion and sedimentation which would indirectly affect the viability of natural habitat areas and the water quality and flow of related areas;

g. limitations on allowable density where access to the site must rely upon existing residential streets with substandard road widths and alignments;

h. limitations on development where lands are subject to the threat of flooding.

The Ordinance would also vary the allowed density based upon the slope of the site. For slope areas of 10 percent or less grade, the density of the underlying zone would apply. Beyond 10 percent, grade reductions in allowed density would be specified.

NEW ZONING DISTRICTS. The various Plan elements call for the addition of five new zoning districts to the City's zoning ordinance. Two of these districts are basic districts, providing the basic underlying zoning designation, while three are special overlay zones or provisions which modify the underlying zoning district's provisions. Mandatory planned unit development provisions are also proposed. These new districts and provisions are as follows.

Mandatory Planned Unit Development. Use of mandatory planned unit development provisions has been called for in the Public Health and Safety, Open Space and Conservation, and Housing and Community Design Elements. All that is required is a simple amendment to the language contained in the City's present planned unit development and planned residential district provisions to make them apply to all vacant lands in the City, except already platted single-family lots. As noted in the Plan element discussions, the remaining vacant lands in Mill Valley, with very few exceptions, have remained undeveloped until this time because of specific site constraints or problems. These are exactly the types of sites with which conventional zoning provisions are incapable of dealing.

New Multiple Housing District. The Housing Element has identified the need for a new multiple residential district which would permit approximately 20 dwelling units per acre. Existing multiple districts are either too dense or too sparse to meet the housing objectives of the Bayfront lands. Additionally, a complete revision of the multiple zones is also recommended to strengthen provisions governing provision of open space, to relate permissible development to both housing units and floor area, and build in incentives and allowances for better site and building design.

Combined Residential-Commercial District. Both the Housing and Commerce Elements address the need for a new zone which promotes joint residential and commercial use of sites. Several approaches have been outlined in the Housing Element among which are vertical zoning which would require ground level commercial use and upper level residential use, and mandatory provisions which would establish residential use as the primary permitted use but require ground level use for commercial purposes.

Supplementary Housing Zone. These provisions would permit the addition of a second unit in single-family districts conditional upon compliance with stringent

criteria and standards governing access and parking, and compatibility with the design of both the structure or structures on the sites and those in adjoining areas.

Home Occupation Ordinance. The Commerce Element calls for relaxation of restrictions on home occupation as a means of promoting greater opportunities for local employment. Home occupations should be permitted as conditional uses, with the initial approval granted for one year and renewals for three years. The Ordinance should incorporate and expand upon the conditions outlined in the Commerce Element as the basis for determining the acceptability of applications for home occupations.

Retail Frontage District. Provisions of both the Commerce Element and the Community Design Element rely upon enactment of provisions protecting the primary retail frontages in Lytton Square and portions of Miller Avenue. An overlay district limiting non-retail uses and incorporating provisions favoring local and community serving retail uses is recommended.

Heritage Ordinance. Provisions to help promote conservation of the City's heritage resources should be enacted. These provisions should provide protection for buildings of historic or design significance, for sites with archaeological or educational value, and for landscape features of special historic or visual significance. The heritage ordinance provisions would provide for controls over any exterior modifications, would also govern actions on related properties which might affect a heritage resource, and would provide for a two-stage process by which the community could acquire or safeguard by other means a heritage structure for which an application for demolition or removal has been submitted, or a heritage resource such as an archeological site.

SPECIFIC PLAN. The California Government Code allows preparation of specific plans to regulate site development, including specification of type of use permitted, allowable density, building placement and bulk, areas to remain in open space, and provisions for roadways, utilities, and landscaping. These provisions provide for a greater flexibility than is possible with conventional zoning, since under the specific plan the conditions are set based on specific site conditions. With these provisions, requirements can be varied from one legal parcel to another to help achieve a coordinated development. Use of the specific plan approach is recommended for the Bayfront and Alto Center areas if State authorized redevelopment powers are not used.

OTHER ZONING ORDINANCE CHANGES. Several modifications to existing zoning provisions are recommended in the various Plan elements. These include the following.

Low- and Moderate-Income Housing Provisions. Mandatory provisions requiring

inclusion of low- and moderate-income units in projects exceeding 10 dwelling units are proposed. This provision would apply if an appropriate public assistance program is available. In other words, the developer is not required to provide the subsidy but only to ensure that development on the site does not preclude low- and moderate-income housing.

Parking Standard Modifications. A thorough review of existing parking requirements in both residential and commercial areas is recommended. In conjunction with provision of local transit service, parking requirements should be lowered and maximum parking ratios imposed in residential and commercial areas which can be served by both local and inter-city transit. The objective of the parking standard revision is to reduce the dependency on the private auto. If the City's codes continue to base their requirements on current auto use, it will only perpetuate auto travel at current or increased levels.

Design Review Provisions. The Community Design Element calls for revisions of the City's current design review procedures. The primary problem with the existing provisions is lack of explicit criteria by which to judge development applications. It is proposed that the design review process become a plan-based process by incorporating the provisions of the General Plan, the commercial area development plans, and a specific plan for the Bayfront area. The revisions would also extend the review process to all properties within the City adjoining creeks, major paths, trails, parks and other public open spaces. Only applications for four or more dwelling units or for non-residential projects, however, would need to be considered by the Design Review Board.

Geologic and Seismic Review Requirement. Certification by a State-registered structural or civil engineer should be required for all structures other than single-story, wood-frame buildings and one- or two-family structures. The certification should also cover roads, water lines, sewer lines, gas lines, and electrical transmission lines transecting potentially unstable lands. Within the eastern portion of the City underlain by Bay mud, an additional review process should be required. Here an independent appraisal by a consultant selected by the City should be required for all projects. This would be in addition to certification provided by the structural or civil engineer or geologist. Where recognized slope stability problems exist, certification of State-registered engineering geologists shall be required for any building site.

REDEVELOPMENT POWERS

The California Government Code, in its Community Redevelopment Law provisions, provides the means of planning, re-parcelling and developing lands which have special development problems. Two areas, Alto Center and the Bayfront, have been

identified as having problems and conditions which justify use of the redevelopment powers. Under the provisions of this law, an overall plan must be prepared for the entire area. The plan must designate the type of land use permitted, the location and type of public facilities needed (such as roads, sewers, storm drains and parks), criteria and standards for development, and the various means of financing the program.

To carry out the aims of the Plan, the City must establish a redevelopment agency. The City Council may elect to serve as the agency members or may appoint others to serve in this capacity. The agency would be authorized to acquire and assemble land for development or open space purposes, and sell or lease land for development in accordance with the area plan. Existing property owners have the option of developing or redeveloping their property in accordance with the plan or selling the property to the Agency at its fair market value.

The use of the redevelopment powers also entitles the agency to finance the program's planning, administration, land acquisition, and development actions by means of tax increment financing. (A further discussion of tax increment financing is provided in the preceding section on financing methods.) Briefly, tax increment financing provides that any increases in property taxes occurring after declaration of an area as a redevelopment project area accrues to the Redevelopment Agency and may be used for project-related costs.

OTHER CODE REQUIREMENTS. In addition to the regulations proposed as additions or amendments to the City's zoning ordinance, two additional codes, to be administered separately from those which fall under the jurisdiction of the City Planning Commission, have been recommended. They are as follows:

Noise Ordinances. Two separate noise ordinances are proposed. The first would establish acceptable interior noise levels as defined in the Public Health and Safety Element for residential, commercial and public facilities. These provisions would be administered as part of the City's building permit procedures. The second ordinance would regulate the generation of noise by on site sources. These provisions should probably be administered by the City Engineer's office.

Fire Abatement Ordinance. An ordinance should be adopted requiring private property owners to periodically thin and clear vegetation which constitutes a severe fire hazard. The ordinance should be drafted in a manner which establishes a balance between fire-protection and retention of vegetation with wildlife and scenic value. These provisions could be administered by either the Public Works Department or the Fire Department.

INTERGOVERNMENTAL COORDINATION

Many of the actions recommended in the Plan involve programs that are beyond the immediate control of the local government and are organized on a regional level. Such programs include transportation activities, housing programs, sewer improvements, open space acquisition and management, and the provision of water and other services. Therefore, Mill Valley will have to seek cooperation and coordination with the regional agencies responsible for the applicable programs.

MARIN COUNTY PLANNING DEPARTMENT. The provisions for the disbursement of funds in the Community Development Act of 1974 are such that the County of Marin receives the monies and then may allocate them to the local communities within the County. In order to be eligible for these funds, the County must prepare an application for a block grant, indicating the activities it will carry out with the monies, and also must prepare a Housing Assistance Plan to indicate the housing activities to be carried out in accordance with the Act. Mill Valley should seek coordination with the County Planning Staff in implementing the housing goals expressed in the Housing Element by seeking an allocation of leased units.

The County Planning Department has jurisdiction over planning in all unincorporated areas in the County, and therefore over the areas adjacent to the Mill Valley City limits such as the North Ridge area. The County has adopted an Open Space Element of the General Plan which agrees in principle with the North Ridge Plan prepared by landscape architect Brian Wittenkeller, which recommends retention of the North Ridge area in open space. The Open Space Element forms the policy framework, guiding decisions for open space acquisition by the Marin County Open Space District. Mill Valley should continue to coordinate its local planning efforts related to open space with the County Planning Department.

MARIN COUNTY HOUSING AUTHORITY. This agency operates publicly assisted housing in Marin County. There are approximately 128 units of public housing for the elderly, completed under the turnkey program. The Authority also operates a leased housing program, which utilizes private units to meet the demand for low-income housing by subsidizing the difference between the amount the applicant can pay and the cost of the housing. The County Housing Authority will most likely be the primary agency through which assisted housing programs in Marin County will be channeled under the Community Development Act of 1974, since the agency has the administrative capacity and operating programs to provide low-income housing. Mill Valley should seek coordination with the County Housing Authority in implementing the housing goals expressed in the Housing Element, by seeking an allocation of leased units.

LOCAL AGENCY FORMATION COMMISSION. This county-level agency reviews local governmental structural changes, including city annexation, incorporations and disincorporations, and special district formations, consolidations or reorganizations. The intent of the LAFCO under state law is to discourage urban sprawl and to ensure an orderly formation and development of cities and special districts which supply services to residents of the county and cities. In southern Marin County, the multiplicity of small local jurisdictions creates difficulty in providing basic services. In the past there have been discussions of annexation of the small communities adjacent to Mill Valley in order to allow a more efficient provision of services; however, many of the smaller communities desire to retain their individuality. The topography increases the sense of separation and uniqueness among the communities in south Marin. However, the goals of regional planning and the requirements for large scale facilities to provide the desired level of services, may at some future date necessitate the annexation by the larger towns of some of the smaller communities in the area. The most appropriate area for Mill Valley to annex, from a service standpoint, would be the Homestead area.

LAFCO determines the sphere of influence, which is defined under State law to include areas of probable ultimate boundaries and service areas of the governmental area. The Mill Valley sphere of influence extends on the northeast along the ridge-line of North Ridge, which separates the community from Larkspur and Corte Madera, west to the boundary of the Golden Gate National Recreation Area, southeast along Panoramic Highway, extending to the Sausalito sphere of influence line, and east to Highway 101. The sphere of influence includes the Homestead Planning Area, the Tamalpais Planning Area and the Alto Area.

THE MARIN COUNTY OPEN SPACE DISTRICT. This District was authorized by a 1972 referendum to impose a County property tax rate of ten cents per \$100 assessed valuation. The agency will implement the open space element of the Countywide plan by preparing a detailed analysis of the recommended open space areas, estimates of costs and benefits of particular open space sites, and setting of priorities for acquisition of the open space, in accordance with the Countywide plan policies. The District has begun acquiring several portions of the areas designated in the County Open Space Plan for preservation in open space, including East Corte Madera Ridge and Scott Valley. Additional areas within the Mill Valley jurisdiction should continue to coordinate its open space acquisition activities with the District.

THE MARIN COUNTY PARKS AND RECREATION DEPARTMENT. This department is responsible for the maintenance of parks and recreation areas within the County jurisdiction. It maintains the areas which have been acquired by the Marin County Open Space District, using monies from the County general fund. In the future, as areas along the North Ridge are acquired and preserved in open space, it would be most efficient to allot the maintenance of these areas to the County Parks and Recreation Department. The open space management function recommended in the Plan

is best handled by one agency, and the County Parks and Recreation Agency would be the most appropriate agency to do this.

SOUTH MARIN SUBREGIONAL SEWERAGE AGENCY. (SMASSA). Improvement District A was formed in 1971 to coordinate seven sanitary districts in the formulation of a plan for regional sewage treatment under the Marin Municipal Water District. In 1974, this district became an independent agency with a new name, SMASSA. The District is presently formulating and evaluating alternatives for type and comprehensiveness of water treatment and discharge systems in response to recent Federal standards regarding water quality. The District has several concerns which form the basis for its planning efforts: a) the recently adopted Federal guidelines for the discharge of treated sewage into bodies of water, 2) the indication that the Federal government will most probably require a regional approach as a condition for Federal funding, 3) the potential of a regional system to reduce the discharge of pollutants into the Bay, and 4) the long-term potential feasibility for effluent reuse either through reclamation or recycling, which would be more feasible with a larger scale, consolidated system. In view of these concerns, Mill Valley should participate in the planning of a regional sewage treatment system.

MARIN MUNICIPAL WATER DISTRICT. This district, responsible for the provision of water supply in southern Marin County, was empowered by the Water District Act of 1911. The area under its jurisdiction extends from the Golden Gate Bridge to Fort Hamilton and west to Lagunitas, servicing approximately 80 percent of the Marin County population. The water supply is obtained from rainfall stored in lakes on the west side of Mt. Tamalpais. The operation of the District is financed through revenues, although capital improvements require passage of a bond issue. Given the limited number of water permits that have been allotted to Mill Valley, it appears that some expansion of the water district capacity will be necessary. However, there is a great concern within Marin County, where two bond issue proposals have failed, that an increase in the water supply would form an inducement to growth in the area, and it is obvious that future bond issues will face great difficulty. Unless some means is found to increase the water supply, Mill Valley will be unable to implement many of the recommendations in the Housing Element for the provision of low- and moderate-income housing. Therefore, the community should coordinate with the Water District to investigate solutions to provide a sufficient number of permits to Mill Valley to satisfy their housing goals.

MARIN COUNTY TRANSIT DISTRICT. This agency, established as a special district by the State Legislature in 1964, is responsible for transit service within Marin County. Financed by a property tax of five cents per \$100 assessed value and by Transit Development Act money, the District contracts with the Golden Gate Bridge, Highway and Transportation District for bus service within the County. Mill Valley should seek to coordinate its planning with the Transit District in order to provide the service recommended by the Plan. The money allocated by the National Mass

Transportation Assistance Act of 1974 will be allocated through MTC to the Transit District, which will then be responsible for planning the activities to be financed by the Act and for allocating monies within the County for transit activities.

MILL VALLEY SCHOOL DISTRICT AND TAMALPAIS UNION HIGH SCHOOL DISTRICT. Both school districts operate the open space areas adjoining the schools in the community, which at this time are underutilized. The City should investigate the possibility of increased joint use of these recreation areas by the Parks Department and the school districts.

IMPLEMENTING PRIORITIES

The following actions should be undertaken concurrently with the final review of the General Plan or immediately following its adoption.

1. Preparation and adoption of the proposed Land Capacity Ordinance. (The adoption of the Land Capacity Ordinance would serve to meet the needs for adoption of "an open space zoning ordinance" as specified in the State open space element requirements.)
2. Initiation of joint work sessions of the City Planning Commission and City Council to consider the possible use of redevelopment powers in the Bayfront and Alto Center areas.
3. Revising the Zoning Ordinance to include mandatory provisions for low and moderate income housing.
4. Initiation of discussion between the City and the Marin County Transit District to consider provision of local transit service and a possible tax rate election to help finance local transit operations in the Mill Valley area.
5. Appointment of a citizens committee to consider the feasibility of an open space bond election and the size of such a bond issue if this approach to open space acquisition is considered desirable. The committee's deliberations should be closely coordinated with the Planning Commission-City Council consideration of potential application of redevelopment powers so that the financing potential offered by tax increment financing can be considered jointly with use of general obligation bonds.

In addition to these high priority actions, preparation of other ordinance changes and drafts of new ordinances should be begun and a schedule of public hearings established to expedite approval of these measures. However, in order to allow adequate public review of the changes, separate hearings are recommended for major provisions, such as the Heritage Ordinance and the Supplementary Housing

District provisions. Other changes, such as revisions to the language of the Design Review Ordinance and mandatory planned unit development provisions, could be grouped together and the hearings held jointly.

GENERAL DESIGN POLICIES

Quaint, nostalgic or rustic architecture and design should be avoided in all commercial areas of Mill Valley. Mill Valley's heritage of good design, extending back to Bernard Maybeck's design for the Outdoor Art Club, should be continued. This heritage is readily evident in the residential areas of the community, but not the commercial areas. Rather than duplicate the commercialized "artificial" character of communities like Carmel or Tiburon, the community should strive for a sense of historic continuity and excellence. This requires a respect for the design of existing structures and a commitment to the best in contemporary design. The latter is not an invitation for brash, bizarre or exhibitionist design, but rather for sensitive integration of well designed structures into town and landscape.

Distinctive physical/visual characteristics should be developed for each of the commercial areas which reflects a) their difference in function, b) their variation in mode of travel and speed of travel, c) their specific landscape setting, d) their difference in land and ownership characteristics, and e) the role which each performs in personal, sequential experiences in Mill Valley. Three distinct design characteristics should be sought along Miller Avenue: a) Lower Miller, from Camino Alto to approximately Willow Avenue, should be obviously commercial with a tasteful boldness of design, b) Downtown, which again should be clearly commercial but with a more dignified, restrained quality than Lower Miller, and c) the intermediate area, Willow to Forrest, should avoid a commercial appearance and retain and reinforce the residential character and dominance of the natural setting.

The development plans being prepared and design and development directives should serve as the community's statement of community objectives for developers, designers and public (including city) agencies, as the basis for decisions. Specifications of building and site conditions; criteria for use of colors, materials and textures; and design specifications for public areas provide the means of unifying incremental additions while preserving a wide latitude of design freedom. The policies and directives will serve to prevent arbitrary decisions and promote consistent development practices. They are more than negative admonitions; they are positive benchmarks to promote improved development and design.

SPECIFIC DESIGN AND DEVELOPMENT POLICIES

The design and development policies are listed for three areas: 1) Miller Avenue from Camino Alto to Willow Avenue; 2) the Downtown-Lytton Square area; and 3) Alto Center. Final development plans provide other design recommendations for these areas. These policies, however, are intended to consolidate the most relevant considerations for design review of public and private development.

MILLER AVENUE - CAMINO ALTO TO WILLOW AVENUE

1. Preserve expansive views of adjoining hills and the terminal view of Mt. Tamalpais. The following directives are proposed:
 - a) Where median planting occurs, it should not exceed three feet in height when full grown. Exceptions: single trees or small groupings of trees might be placed in the median area if spaced to preserve the hill views and expansiveness of the street. The exact location should await a detailed plan for the entire length of Miller Avenue.
 - b) Trees planted at curbside should not exceed 30 feet when full grown. (The exact height will be determined by the final roadway alignment and sight distances which result.) Exceptions: height variations are possible for trees planted at a greater distance from the curb.
 - c) Building heights should not exceed two stories in height. (This directive is only tentative. Further determination of variation in visual impact along this frontage must be made. The main intent is that buildings do not obscure or destroy the visual relationship between street space and hill backdrop. Several other measures, other than outright height prohibitions, to allow greater flexibility are being studied.)
 - d) When viewed from the roadway, commercial signs should not obscure views of the hills and adjacent forested areas. (The Safeway sign and Union 76 sign on East Blithedale are examples of violations of this objective.)

Also see 11 (a) night vision, and 11 (e) - luminaires.
2. Landscape materials should not attempt to reproduce in the street spaces the forested character of adjoining areas. Instead, the landscape quality of Miller Avenue should stress the difference from the adjacent areas. Efforts to imitate the natural setting will reduce the visual distinction between areas judged to be desirable attributes of the community setting. The following directives are recommended:
 - a) Avoid the use of redwoods or other evergreens in the street space.
 - b) Street trees should be deciduous and should be planted in regular and rhythmic pattern.
 - c) The selection of street trees should be limited to two or three species to maintain uniformity.
 - d) Plant materials used as ground cover and intended to be seen primarily by motorists, should be massed at a scale appropriate for the travel speed of the street. (The detailed landscape design employed in private gardens is inappropriate in major street spaces.)
3. Maintain and reinforce the directional quality of Miller Avenue and its focus on Mt. Tamalpais. The following means are suggested:
 - a) Provide street trees along the curb line in a nearly continuous, rhythmic pattern. (Note previous restrictions on tree heights.)
 - b) Minimize curb cuts to preserve identification of roadway. (Sample restrictions: Curb cuts shall not exceed 14 feet in width and a spacing of 20 feet shall be provided between curb cuts when provided on the same ownership parcel. Curb cuts shall be limited to one

curb cut for every 50 feet of street frontage.)

c) Avoid abrupt changes in road alignment.

Exceptions: The directional pattern should be broken momentarily at La Goma intersection to help identify this major traffic crossing and the related concentration of business activities.

4. Site development, in contrast to the more formal arrangement recommended for the street space, should strive to achieve loosely organized clusters of buildings unified by courtyards and landscape areas including parking lots. The Miller Avenue frontage should provide the automotive access, with actual building activities focusing inward or toward Corte Madera Creek. The latter assumed a successful program of renewal of the stream area. The main intent should be to knit together existing and future buildings which may vary substantially in scale.
5. The street trees along Miller Avenue should provide the basic form of the street space and should provide the immediate foreground experienced. The motorist's view, however, should penetrate through and readily recognize adjoining land uses. Recognition of adjacent business activities should be enhanced by signing in the public right-of-way identifying major business groupings. (However, these should only be allowed if designed as part of an overall plan for street.)
6. Quaint, nostalgic or rustic architecture and design should not be allowed. The following criteria should guide developers, designers and the Architectural Advisory Committee:
 - a) Older but distinguished structures should be renovated to respect the original design. All elements of the original design including fenestration, ornamentation, materials, etc., are individually important to the total design and should be maintained or restored. (No structures exist in this area of such design value that special efforts to preserve them are warranted. Some older structures, however, still have an economic life which in some cases may be extended because of design or historic qualities. As long as the buildings remain, their full potential should be exploited.)
 - b) Remodeling, including total redesign, of undistinguished structures is also a valid solution. Such remodelings, however, should be of the entire structure so that the building remains integrated and is not broken into chaotic parts by signing or placement of an incongruous facade on a portion of the structure.
 - c) New construction or remodeling of undistinguished structures should be in contemporary design and included to meet other design and development policies. Effective reinterpretations of the local architectural heritage (what has come to be called Bay Region style) should be encouraged but not required.
 - d) Roofs of structures should be confined to simple forms such as hipped, mansard, low pitched or flat roofed, avoiding exaggeration in the combined roof line of building facades. The horizontal rather than the vertical direction should be stressed to achieve the directional quality sought along Miller Avenue and to prevent a jagged, discordant facade line which competes with, rather than complements, the natural backdrop. Where other than flat roofs are used, they should be designed to minimize reduction of views of the hill backdrop.

8. Primary building surfaces should be natural wood, brick, concrete with fine exposed aggregate or sand blasted finish, steel or aluminum and glass, or stucco. Other materials painted to conform with color directives are also acceptable. The following characteristics should be avoided:
 - a) Exaggerated textures, such as large exposed aggregate and field stone.
 - b) Prominent use of glossy or shiny finishes, such as porcelain enamel panels or metallic finishes.
9. The use of color should observe the following criteria:
 - a) Buildings should convey a monochromatic impression highlighted by limited use of bright, intense, warm and cool colors for accessories, such as signs and awnings.
 - b) Building colors should be limited to muted earth colors, derived from either painted surfaces or natural materials such as brick, wood or concrete with fine exposed aggregate.
 - c) Building colors should avoid dark tones so as to provide a contrast with the natural backdrop.
 - d) Large surfaces of intense white should be avoided.
 - e) Building colors should tend toward cool, rather than warm, tones.
10. Commercial signing should observe the following criteria:
 - a) Letters and other symbols may be located on any vertical surface of a building if designed as an integral part of the structure. Vertical surfaces extending more than one foot above the finished ceiling of the top story of the structure should be excluded.
 - b) Blinking, flashing, moving signs should be prohibited.
 - c) Internally lighted signs should be encouraged.
 - d) Floodlighting of buildings or spotlighting of applied or free standing signs should be encouraged.
 - e) Commercial signs should not project into the public right-of-way. (Development studies, however, are exploring and will most likely recommend on-street locations for signs identifying important commercial groupings.)
 - f) The signs and size of letters and symbols used which easily can be read by an approaching motorist traveling 20 to 25 miles per hour should be fostered.
 - g) Commercial signing in this section of Miller Avenue should contrast with the upper sections of Miller Avenue and Downtown in scale (larger), placement (freestanding signs and signs above the ground floor level allowed), and materials (plastic internally lit signs permitted). It is suggested that further contrast be provided by encouraging the use of sans-serif letters such as Futura, Venus or News Gothic along Miller Avenue, in contrast to serif letter styles Downtown.
11. Lighting in the area should meet the following criteria:
 - a) Placement and intensity of lighting should preserve night views of the hill backdrop as one approaches Downtown along Miller Avenue.
 - b) Light emitted by luminaires should be a warm, rather than cool, color.

- c) A change in intensity of lighting should be provided at the La Goma intersection, and perhaps a slight change in the color of the light, to distinguish this segment of Miller Avenue.
- d) The contrast between the roadway and the adjoining street spaces should be reduced by encouraging soft floodlighting of adjoining buildings and landscaping and use of interior display lighting.
- e) The height of luminaires should be limited so as not to conflict with views of Mt. Tamalpais and surrounding hill and forest areas. Furthermore, the scale of the luminaires should be restricted to a height which does not overpower the adjoining buildings. To achieve this a more flexible approach to lighting design and use of several modes of lighting are needed.
- f) Official street signs, street names, stop signs, etc., should be carefully lighted. Since the intensity of light on these objects should be higher than upon other immediate objects, interior lighting, or spot-lighting rather than overhead lighting, should be used.
- g) Sharp contrast in light intensity between Miller Avenue and approaches of cross streets should be avoided.
- h) The intensity of lighting should be reduced slightly as one leaves this segment of Miller Avenue and enters into the upper portion of the Avenue. In turn, intensity should be increased as one enters Downtown.

DOWNTOWN

1. The view of Mt. Tamalpais as one enters the Lytton Square area and the view of the hills and trees which form the backdrop for the town center should be protected. The following design directives are suggested:
 - a) The major groupings of trees which form the backdrop should be preserved through use of tree cutting limitations and zoning provisions which do not encourage land development leading to destruction of these natural features.
 - b) Building heights and roof shapes along Miller Avenue, Throckmorton, Lovell, and Bayview should not interrupt the hill backdrop.
 - c) Trees should not be placed in the Square or the adjoining street spaces to obscure views of the backdrop.
 - d) Existing luminaires and utility poles, which are discordant vertical elements, should be eliminated, and future lighting provided in a less obtrusive manner. (See point 8 for an elaboration of this policy.)
2. The sharp contrast which presently exists between natural surroundings and man-made elements of the town center should be preserved and enhanced. The following criteria supplement those specified above:
 - a) Plant materials should be restricted to types and locations which will not obscure the views of building facades on Lytton Square and Throckmorton Avenue.
 - b) Redesign of the Square and street spaces should avoid use of materials and designs which have a strong natural or rustic connotation, e.g.

- meandering or curvilinear forms, rough stone work, etc.
- c) Redesign of the Square and street spaces should employ materials and forms which express the man-made or man-dominated qualities, e.g., formal, geometric forms, planned or ordered arrangements of materials, finished surfaces on materials, etc.
3. Maintain and reinforce the sense of enclosure which exists in Lytton Square and adjoining streets. The following measures are proposed:
 - a) The bus terminal should remain or a replacement structure located in the same general location. (See Physical/Visual Survey for a discussion of the scale-giving role of the terminal.)
 - b) One story structures should not be allowed along Throckmorton between Madrona and Corte Madera Avenue or along the west side of Miller Avenue from Miller Lane to Throckmorton. But along these frontages, building heights should not exceed two stories. Roof shapes should be designed to minimize the reduction of views of the backdrop.
 - c) Building facades, rather than plant materials, should provide the immediate foreground.
 - d) A continuous building facade should be maintained along the west side of Miller Avenue and along Throckmorton from Madrona to Blithedale Avenue.
 - e) The eastern edge of the Square should be strongly defined by structures or trees, the placement of which should follow the approximate angular alignment of the present fence.
 - f) The use of red tile or wood shake roofs should be continued to accentuate building facades.
 4. Quaint, nostalgic or rustic architecture or design should not be permitted. The following criteria are proposed:
 - a-d) Apply point 6 of Miller Avenue design and development directives.
 - e) Fixtures, art objects and other artifacts strongly suggestive of historic styles or non-indigenous cultures should not be affixed to structures or sited in public spaces or spaces viewed from public areas, unless such objects are restorations or reconstructions of elements adhering to original building design.
 5. The use of colors should adhere to the following criteria:
 - a-e) Apply provisions of point 9 for Lower Miller Avenue.
 - f) Building trim and ornamentation should be painted the same color, but in a lighter or darker tone than the building, to emphasize these scale-giving elements.
 6. Primary building materials should be wood, brick, concrete with fine exposed aggregate or sand blasted finishes, or stucco. The following characteristics should be avoided:
 - a) Exaggerated textures, such as large exposed aggregate or field stone.
 - b) Prominent use of glossy or shiny finishes such as porcelain enamel panels or metallic surfaces.
 - c) Above the ground floor, glass **surfaces** should be subordinated to solid wall surfaces.
 7. Commercial signing should observe the following directives:

- a) Letters and other symbols should be dimensioned and located to be read primarily by the pedestrian.
 - b) Blinking, flashing or moving signs should be prohibited.
 - c) Free-standing signs higher than four and a half feet should not be permitted.
 - d) Internally-lit plastic signs should be prohibited.
 - e) All commercial signs should be restricted to ground floor level.
 - f) All signs should be designed and located to relate to the design of the entire structure to which applied. The building rather than the individual business establishment should be the basic design unit.
 - g) To reinforce the character of Downtown, use of serif letters such as Times Roman, Clarendon and Century Schoolbook should be encouraged. Overly ornate letter styles, such as Old English, should be avoided.
 - h) Signs projecting into the public right-of-way should not be permitted, with the following exceptions: Signs projecting no more than four and a half feet and containing a total surface area on one side no greater than five square feet should be allowed if examples of excellent graphic art. Signs should be permitted on the front edge or end panels of awnings. Signs may be fastened or suspended from awnings if perpendicular to the building facade and if they have dimensions not exceeding eight inches in height and 54 inches in length. In all cases, a clearance from sidewalk elevation of seven feet must be maintained.
 - i) Any of the following color and material combinations of message and background are acceptable: (1) background of intense colors, either warm or cool, with painted, applied or engraved letters or symbols in white, black, gold or bronze; (2) background of natural materials or painted surfaces in earth tones with applied letters or symbols in white, black, gold or bronze; (3) background of natural materials with engraved letters or symbols in intense colors, white, black, gold or bronze; (4) gold leaf letters or symbols applied to window surfaces.
 - j) Applied letters, rather than painted letters, should be used where the message is placed directly on the primary building surface.
 - k) Where lumination is provided, it should be indirect.
8. Lighting conditions should adhere to the following directives:
- a) Placement and intensity of lighting should preserve night views of the hill backdrop as one approaches Downtown along Miller Avenue.
 - b) Light emitted by luminaires should be a warm, rather than cool, color.
 - c) To protect views of Mt. Tamalpais and the hill backdrop and to achieve a pedestrian-scaled setting, tall mounted luminaires should not be used Downtown.
 - d) Lighting should be supplied in any of the following ways: (1) tree-mounted luminaires; (2) wall-mounted or roof-mounted luminaires; (3) low shielded fixtures; (4) floodlighting of buildings, trees, or other objects; (5) pedestrian-scaled mounted luminaires, approximately 10 to 12 feet in height; or (6) interior display lighting.
 - e) Wall-mounted and pole-mounted luminaires should be of simple contemporary design, consistent with other design to provide a sense of unity in Downtown.

ALTO CENTER

1. The roadway between Ashford and Lomita should be designed as a divided roadway to preserve existing plant materials and land contours.
2. The intersection of Camino Alto and East Blithedale should be redesigned to redirect major Downtown-bound traffic to Miller Avenue via Camino Alto. The roadways should be designed so that the approaching motorist will readily recognize the East Blithedale to Camino Alto alignment, rather than the extension of Blithedale west of Camino Alto, as the major route to Downtown.
3. The buildings along the central portion of East Blithedale frontage should be set back to preserve views of the hills and thereby provide good locations for parking.
4. Parking lots should be at a lower grade than the structures and roadway along East Blithedale to reduce the visual impact from the roadway and within the site. (This would also lower filling costs and facilitate later use of air rights.)
5. Even if incrementally developed on separate parcels, buildings should form a larger grouping of connected structures and integrated outdoor spaces.
6. Buildings heights should be limited to three stories. An exception may be made, however, for high-rise office or residential structures at the south end of the site near Lomita Drive. This will permit views of Richardson Bay while preserving privacy of neighboring residents.
7. To ensure a harmonious relationship among the individual structures forming larger groups, the following measures should be taken:
 - a) A consistent set of materials, colors, and patterns should be selected and a basic module established for structural systems.
 - b) Roofs of structures should be confined to simple forms such as low pitched, hipped, or mansard. Because of the high visibility of the roof surfaces from surrounding hill properties, it is especially important that design of roofs be given special attention.
8. To relate more closely to the Enchanted Hills side of East Blithedale, street trees along Blithedale, from Ashford to Lomita, should be deciduous and should be planted in a random but generally continuous fashion.
9. Commercial signing - Apply point 10, a through f, of Miller Avenue criteria.
10. Light emitted by luminaires along East Blithedale should be a warm, rather than cool color.

CONTENTS

| | Page |
|--|------|
| PROJECT DESCRIPTION | E-1 |
| ENVIRONMENTAL SETTING | E-1 |
| ASSESSMENT OF IMPACTS | E-5 |
| Natural Resource Impacts | E-5 |
| Natural Habitats | E-5 |
| Scenic Recreation Values | E-5 |
| Water Quality | E-6 |
| Hazards To Public Health And Safety | E-6 |
| Geologic Hazards | E-6 |
| Seismic Hazards | E-7 |
| Flood Hazards | E-7 |
| Air Quality Hazards | E-7 |
| Fire Protection | E-8 |
| Noise | E-8 |
| Impacts On Public Facilities | E-9 |
| Circulation | E-9 |
| Water Supply | E-9 |
| Sewer Collection and Treatment | E-10 |
| Schools | E-10 |
| Recreation Facilities | E-11 |
| Fiscal Impacts | E-11 |
| Open Space Land Acquisition | E-11 |
| Provision of Additional Public Facilities and Services | E-12 |
| Provision of Local Transit Service | E-13 |
| Economic Impacts | E-13 |
| Land Cost | E-13 |
| Housing Cost | E-14 |
| Employment Opportunities | E-14 |
| Cultural Impacts | E-15 |
| Social Impacts | E-15 |
| Energy Conservation | E-15 |
| CONCLUSIONS | E-15 |
| Irreversible Environmental Changes | E-15 |
| Relationship Between Short Term Uses Of Man's | |
| Environment and Maintenance and Enhancement | |
| of Longer-Term Productivity | E-16 |

CONTENTS

| | <u>Page</u> |
|--|-------------|
| Growth Inducing Impacts | E-16 |
| Alternatives | E-17 |
| Mitigation | E-17 |
| Background Studies, Data, and Plans | E-18 |
| TABLES | |
| Table E1. Environmental Setting – Reference
to General Plan Text Descriptions | E-3 |

ENVIRONMENTAL IMPACTS

PROJECT DESCRIPTION

The General Plan is an adopted policy by the City Council required by state law which is to serve as the basis for both public and private actions affecting the community. The various parts of the Plan are designed to encompass the concern for land use, circulation, housing, conservation, open space, seismic safety, noise, scenic highways, and safety as defined in the State Planning Law. Additionally, the Mill Valley Plan incorporates special provisions pertaining to community design requirements.

The overall objective of the Mill Valley General Plan is to improve the quality of life for present and future residents of the City. A major portion of the Plan focuses on preservation of the many physical and social attributes which have attracted present residents to the area. At the same time, the Plan also identifies and deals with special problems and issues facing the community and identifies unique resources and opportunities, which if properly considered, can lead to further enhancement of community life. The social, economic and political interrelatedness of Mill Valley with the rest of Marin County and the San Francisco Bay Area is also recognized and the Plan provisions address the housing, transportation and other needs generated at this large scale.

The Plan Summary chapter of the Plan (PS-1 through PS-15) should be referred to for a more comprehensive description of the General Plan.

ENVIRONMENTAL SETTING

The environmental setting of Mill Valley can be divided into two components: natural and man-related. The natural or physiographical setting is composed of the natural resource values and hazards in the area. Man-related aspects of Mill Valley's setting consist of population, housing and employment characteristics, as well as other social factors related to an area's environmental setting.

Mill Valley is rich in natural resources. A wide variety of plant and animal life, a temperate climate, and a close proximity to the Bay and other recreational areas provide a pleasant environment to the Mill Valley resident. Creeks, redwood groves, grassy hills, marshes, and chaparral-covered slopes are common in and about the City. Many of the natural ridgelines still remain unaltered; Bayfront lands provide both visual and physical access to the waters of Upper Richardson Bay;

and prominent hilltops and slopes establish a close physical and visual relationship to developed areas in the eastern portion of the City.

On the other hand, a major portion of the land within Mill Valley's planning area is subject to a variety of natural hazard factors related to slope instability, seismic activity, ground failure, flooding, fire hazard, air pollution and water pollution, which threaten community health and safety.

Mill Valley is considered a bedroom community to the larger San Francisco Bay Area. Most of the land in Mill Valley is used for residential purposes, with a small local business and commercial community. In 1970, the population of the City of Mill Valley was 12,942 persons. Census information indicates that the age profile of the population of Mill Valley closely parallels that of both Marin County and the Bay Area. The median income level in Mill Valley in 1970, however, was 28% higher than that of the Bay Area; only 3.3% of Mill Valley residents were below the poverty level. The dominant occupations of the residents are professional, managerial, and business occupations. The character of the local retail establishment is of a small-town nature which provides goods and services primarily to the local community.

The following Table E1 provides a reference to the specific sections of the General Plan which contain more detailed descriptions of both natural conditions and man-related situations.

TABLE E1 ENVIRONMENTAL SETTING - REFERENCE TO
GENERAL PLAN TEXT DESCRIPTIONS

| | |
|--|-------------|
| NATURAL RESOURCES | <u>Page</u> |
| Water Quality | PF-3 |
| Natural Habitats | |
| Marshlands | O-16 |
| Open Water and Mudflats | O-18 |
| Riparian Vegetation | CD-16 |
| Specific Area Description of Natural Resources | |
| Scott Valley and Alto Bowl | O-4 |
| Warner Canyon | O-4 |
| Blithedale Canyon | O-6 |
| Cascade Canyon | O-7 |
| Homestead Valley and Panoramic Ridge | O-8 |
| Almonte | O-8 |
| East Mill Valley Bayfront | O-9 |
| Central Mill Valley | O-9 |
| Communitywide Scenic Resources | O-1, CD-6 |
| Ridgelines | CD-6 |
| Hillslopes | CD-15 |
| Vegetation | CD-15 |
| Roadways | CD-16 |
|
HAZARDS TO PUBLIC HEALTH AND SAFETY | |
| Overall Description | P-1 |
| Slope Instability Hazards | P-1 |
| Landsliding | P-1 |
| Erosion | P-3 |
| Steep Topography | P-4 |
| Seismic Hazards | P-4 |
| Ground Failure Hazards | P-6 |
| Liquefaction | P-6 |
| Subsidence | P-7 |
| Flooding Hazards | P-7 |
| Stormwater and Tidal Inundation | P-7 |
| Tsunami | P-8 |
| Dam Failure | P-9 |
| Fire Hazards | P-9 |
| Noise | P-11 |
| Air Quality | P-10 |

| PUBLIC FACILITIES | <u>Page</u> |
|----------------------------------|-------------|
| Circulation | C-1 |
| Automobile | C-5 |
| Public Transit | C-8 |
| Pedestrianways and Hiking Trails | C-9 |
| Equestrian Trails | C-11 |
| Bikeways | C-12 |
| Parking | C-12 |
| Water Supply | PF-3 |
| Sewage Treatment | PF-1 |
| Schools | PF-4 |
| Recreation Facilities | PF-4, PF-5 |
|
SOCIO-ECONOMIC | |
| Population Characteristics | H-1 |
| Housing Characteristics | H-3 |
| Housing Needs | H-5 |
| Employment | CO-1 |
| Commercial Activity | CO-1 |
| Archaeological | CD-24 |

ASSESSMENT OF IMPACTS

NATURAL RESOURCE IMPACTS

The following aspects are covered under this discussion: natural habitats, water quality, and scenic-recreation value.

Natural Habitats. The Plan policies of the Open Space and Conservation Element are explicitly directed toward preservation of documented natural habitats. The major proposals of this element address first the high value of the marshlands which adjoin Richardson Bay, as well as other related mudflats and water areas. The Plan proposes that all areas presently in marshland habitat be slated for preservation. Protection measures are also specified for all major creeks. A 30-foot zone on each side of the Creek embankments for Arroyo Corte Madera, Salt, Ryan, Reed, and Cascade Creeks is designated as a reserved area with construction restricted in this zone. Provisions are also specified for any bridges or structures which cross the stream. Within the hill areas, similar provisions are being made to set aside the major hills and hillslopes which adjoin the already urbanized portion of Mill Valley.

The primary intent of these provisions is to ensure a greenbelt of open space extending from Mill Valley to the Mount Tamalpais recreation area and Marin Municipal Water District's lands and connecting to the larger Golden Gate National Recreation Areas, thereby maintaining areas of open space of sufficient size to meet the needs of the wildlife inhabiting this area. The Plan provisions calls for restrictions on developments to avoid disruption of these habitats.

In summary, the Plan provisions have carefully assessed in advance those areas which have high natural resource values and has specified limitations on uses of these lands consistent with sound natural conservation practices.

Scenic Recreation Values. As a part of the preparation of the General Plan, an analysis has been made of those lands which have special recreation value. These include the surrounding hills and ridges which help define the City and provide for a sense of containment which makes Mill Valley a distinctive location. The Open Space and Conservation Element along with the Community Design Element specifies the retention of these areas of high scenic value. Additional provisions are set forth for the preservation of lands along the Bayfront. Further regulations and criteria governing development along the major approaches to and through the City, as well as from various community neighborhoods, are proposed to assure that the natural setting is preserved and can readily be experienced. Where new development is permitted, this has been located in a manner which minimizes the disruption of the existing scenic values. One exception to this is the Bayfront housing site A. Development on this site would interrupt the openness of views along the Miller Avenue approach to the

City. Because of the curvature of the road at this point, though, development here would tend more to interrupt the views of the hills lying north of the City. However, traveling south along Miller Avenue, this would obstruct views over the Bayfront area.

In summary, the specific policies contained in the Open Space and Conservation Element and Community Design Element of the General Plan are intended to respect and preserve the scenic and recreation values which presently exist in the community and to enhance these values by assuring their permanent protection. No major adverse impacts of these values is foreseen. Assurance of these objectives, however, will depend upon the adoption of the implementation provisions contained in both of these Plan elements.

Water Quality. The provisions in the Open Space and Conservation Element specifically address the need to preserve lands which are an important part of the Mill Valley watershed. Specific provisions are made to help protect against erosion and subsequent sedimentation damaging to natural resource areas. These are also intended to avoid any significant change in groundwater conditions and to avoid downstream flood conditions which could also produce more exaggerated conditions of erosion and sedimentation. Watershed lands of such importance are: the Cascade Canyon area, the Fern Canyon area, Warner Canyon, and Blithedale Ridge. The preservation of major portions of Kite and Alto Hills will also contribute toward the stabilization of present watershed conditions.

The preservation of the marshlands along Richardson Bay are particularly important as part of overall water quality conditions in that the marsh vegetation serves as a filtering mechanism which purifies runoff waters before releasing them into the Bay.

HAZARDS TO PUBLIC HEALTH AND SAFETY

Geologic Hazards. The Public Health and Safety Element of the General Plan has identified those areas in Mill Valley which have severe geologic hazards associated with land supply. The major geologic hazards identified have been those of slope instability. To ensure that development does not occur on land with high geologic hazards, the Plan recommends specific implementation techniques. The primary technique recommended is that of the Land Capacity Ordinance which would establish allowable density based upon the documentation of whether a site is buildable or unbuildable. Therefore, developments planned on sites which have active slides or which have a high susceptibility to slope instability would be prohibited. The remaining land supply which is generally free of major constraints would constitute the area which would be used to calculate the allowable density.

In the Mill Valley area, there are two factors contributing to slope instability: major landsliding during the wet weather season and the potential hazard of slope instability due to seismic action. It is especially important that the standards ap-

plied to these two particular factors be stringent. It is for this reason that the Plan recommends that the determination of whether a site is buildable or not depends not only on the ability to stabilize the specific site to be occupied by the building, but also on assurances that roads, sewers, water, power and gas lines will not pass through areas which are likely to have slope failures. This is especially critical under seismic shaking conditions as this would result in a situation which would contribute to increased fire hazard, restrict access to the area for emergency vehicles, and interrupt the water supply necessary for fighting the fires created by the earthquake conditions. For the most part, many of these severe geologic hazard conditions coincide with areas which have high fire potential, further emphasizing the need for stringent controls governing development in such areas. The Plan therefore has placed special emphasis upon control or elimination of developments where such conditions exist.

Seismic Hazards. The Plan provisions address the various hazard conditions associated with seismic activity. The first of these is the slope instability problem previously discussed under Geologic Hazards. This is regarded as the most serious seismic hazard condition associated with the Mill Valley area. The second deals with the problems of ground failure. This problem is generally concentrated in the flat lands that adjoin Richardson Bay, in the areas where there have been man-made fills, and in those areas which are underlain by Bay Mud. While the Plan does not specify a total or absolute prohibition of development in these areas, it does require that, prior to development, adequate investigations be undertaken to assure that development can be provided for consistent with the high standard for public safety. Because of the differences which still exist among professional geologists and structural engineers as to the specific criteria to be applied to such areas, the Plan recommends special provisions be made for independent review of all development applications on such lands. In addition to dealing with slope instability, liquefaction or ground failure problems created by seismic activity, the Plan additionally specifies the need for building standards which protect against shaking produced by a major earthquake. The Plan recommends that existing building codes be reviewed and revised to incorporate provisions which provide a higher level of public safety.

Flood Hazards. Flood hazards in Mill Valley are generally associated with the low-lying lands adjoining Richardson Bay and along the creeks flowing into the Bay. The Plan specifies provisions by which any development occurring on the flood plain would have to be constructed at a sufficient elevation to protect against flood hazard. Additionally, in order to retain the natural function provided by such flood plains, provisions are set forth to ensure that unnecessary filling and diking of the flood plain does not occur as these actions would thereby reduce the flood plain and contribute further to the problem of flood control.

Air Quality Hazards. As noted in the Plan's discussion of existing conditions, there is a potential for major degradation of air quality within the Mill Valley area. To

avoid this problem, the Plan's provisions have placed heavy emphasis on the development of the local transportation system which would decrease dependency on the private automobile. The Plan's public transportation policies emphasize the elimination of park and ride parking facilities, which tend to perpetuate the dependency upon the private automobile, and the improvement of local transit service which will allow people to walk from their place of residence to the inter-city transit vehicles, thereby reducing the need for auto use.

The land use policies contained in the General Plan also tend to support the goal of improving air quality in Mill Valley by restricting housing development in the outlying areas and concentrating new development in the eastern portion of the City close to good transportation routes, particularly to the existing public transportation system. Thus, new developments will tend to depend less on the private automobile and will tend also to attract people interested in a place of residence where they have the possibility of eliminating or cutting down on auto use. If these transportation policies of the Plan are implemented, there exists the possibility of reducing the actual vehicular miles traveled within Mill Valley below existing levels.

Fire Protection. The land use policies of the Plan have been designed to avoid development of areas where there is an excessive fire hazard. This applies generally to the lower slopes of Mount Tamalpais where the combination of chaparral, vegetation, steep slopes, and wind conditions produce extreme fire hazards. Additionally, the Plan recommends inclusion of fire hazard conditions into the allowable density calculations of the proposed Land Capacity Ordinance. Among the criteria recommended for use in the Land Capacity Ordinance is the degree of access to the various portion of the site. Additional provisions are proposed to ensure that development does not occur in areas which would have to be served by existing sub-standard roads which would therefore obstruct access to fire vehicles.

The major portion of new development which is permitted is located in the Bayfront lands. Here, special precautions would be necessary due to the seismic hazards associated with the site, basically those of liquefaction, which poses a possible problem of disruption of water and gas lines. Special provisions will therefore be necessary to offset these threats.

Noise. The major source of noise in the Mill Valley area is from automobile use along the freeway and major arterials. The Plan provisions seek to control noise problems through the maintenance of traffic at current levels and through the use of noise abatement along major traffic corridors. Plan policies are directed toward noise abatement by restricting traffic and other noise-polluting activities away from the residential areas.

Standards for maximum noise levels which will be compatible with various land uses have been developed by the U. S. Department of Housing and Urban Development

and the Highway Research Board. The Plan's provisions suggest that the City should apply these criteria as guides in determining its own noise-land use compatibility standards. These standards should then be applied as a measure in determining the acceptability of a specific land use near the freeway or local arterial.

The main emphasis placed on the Public Health and Safety Element has been on abatement measures for the various geologic, seismic, flood, air, and noise hazards. Therefore, in these sections of the General Plan, there is little or no negative impact. The only possible impact would be to some private landowners whose economic expectations might be decreased due to changes in land use. Further discussion of this subject can be found in the Socio-Economic Impact section.

IMPACTS ON PUBLIC FACILITIES

The Plan provisions allow for approximately 1500 new dwelling units within the community. This would produce a population increase of approximately 3950 - 4000 people. In addition to this residential growth, minor increases in commercial development would be permissible in the Alto Center area, along the eastern portion of the Bayfront adjoining the freeway, with infilling along Miller Avenue and a small amount of infilling or expansion in the Lytton Square area.

It is the intent of the Plan that the major retail expansion that occurs should be directed to serving the needs of the local community. Additional provisions are made to allow for local work opportunities by designating areas in which office uses could occur in conjunction with residential use. The effect of these land use policies on public facilities is as follows:

Circulation. The land use pattern of the General Plan differs from the earlier general plan to the extent that it restricts the amount of development which would occur in the outlying hill areas and it concentrates allowable development in the eastern portion of the community close to the major roadway approaches, the freeways, and along the major existing public transit lines.

The net effect of this is to maintain traffic volumes on existing local streets at a level approximately similar to that which exists at the present time. However, higher traffic volumes would be produced on major arterial approaches to the City. It is the intent, though, that these increases in vehicular traffic be offset by the provision of local transit service and expanded inter-city transit service. Estimates have been made which indicate that traffic volumes along these roadways could be maintained at their existing level if local transit service is implemented as suggested in the Plan.

Water Supply. Water supply in Mill Valley is provided by the Marin Municipal Water District. Because of serious water supply problems, the District has placed an

indefinite moratorium on new water hookups that allows variances only in extreme hardship cases. Where water meters are already installed or where agreements for supply of water already existed between the District and developers, hookups are allowed to proceed as planned. Since the development provisions of the Plan are merely permissive, and development under these provisions subject to the present moratorium or any future modifications to it, the Plan would not produce any adverse water supply problems.

Sewer Collection and Treatment. The level of development permitted under the provisions of the proposed General Plan is below that allowed in the City's present General Plan. The result would be a decrease in the need to upgrade sewer collectors as called for in the Bala and Strandgaard report, "Mill Valley Master Plan for Sanitary Sewers, 1968." In general, there is adequate capacity on sewer trunks and collector lines in the areas west of Camino Alto. Major extensions, however, will be needed east of Camino Alto (in the Alto Bowl-Scott Valley and Enchanted Knolls-Shelter Ridge areas). Except for the partially completed repairs and program to reduce infiltration and storm water inflow, the capital improvements for future needs proposed by Bala and Strandgaard for the western areas of the City would not be justified if the open space conservation policies of this Plan are implemented. Added pumping capacity, however, would be needed in the low lying Bayfront lands if this area is developed in accordance with the Plan policies. The need for correction of present water quality problems created by the Mill Valley Sanitary Treatment Plant outfall into Richardson Bay will remain regardless of the Plan policies.

Schools. Combined enrollment in the Mill Valley School District and Tamalpais High School is approximately 4800. Based on recent trends, the Mill Valley School District estimates a declining enrollment over a three-year period of 3.5 to 4 percent per year, amounting to a total decline of 325 students. Barring a counterbalancing immigration of older schoolage children, Tamalpais High will experience a parallel, if delayed, decline. This decline is directly attributable to the nationwide trend of declining birthrates, a trend which is expected to continue through to at least 1985.

The Housing Element projects a total build-out of the community to 7032 households or an increase of 1508. Assuming that up to 90 percent of this build-out would occur in the next 20 years, and using the students-per-household figure derived above, one can expect an additional school enrollment of 648. Of course, the declining birth rate will tend to reduce this figure, while the nature of the new development -- mainly apartments with some townhouses and cluster housing -- implies a smaller-than-average family size. Even ignoring these factors, it appears that there will be adequate capacity for these increased numbers. If the projected build-out is spaced evenly over the twenty year period, the annual increment in the number of school-age children will be about 32 or an average of 1.3 percent of the current enrollment. This compares favorable with Mill Valley's share of the short-term projection of ad-

ditional capacity: about 50 percent of 3.4 to 4 percent per year. While one might normally expect the build-out to occur at an initially high, then declining rate, the current slump in the housing industry will tend to delay the anticipated development until school capacity is more than adequate.

As noted in the discussion of Fiscal Impacts, an increase in population would offset declines in enrollment and could produce beneficial fiscal impacts.

Recreation Facilities. The Plan notes that, using several national recreation standards as comparisons, Mill Valley's recreation facilities meet these standards even with allowances for future growth and, additionally, that the extensive open space areas surrounding the Mill Valley area further enhance the recreation opportunities for local residents.

The major shortcoming of recreational facilities in the Mill Valley area is the lack of level park recreation lands. The Plan addresses these needs by recommending that Bayfront lands presently in public ownership be improved to help provide for these kind of recreation activities. In addition to this, an expansion of neighborhood park facilities has been proposed in the Scott Valley/Alto area where neighborhood facilities are lacking. The Plan also calls for greater utilization of school grounds, to further enhance the recreation opportunities for local residents.

In conclusion, the increased population will not produce adverse impacts on recreation facilities, if the corresponding recreation policies and plans are followed.

FISCAL IMPACTS

The major issues relating to fiscal impacts are the cost to the community produced by a) the acquisition and maintenance of the open space lands as provided for in the Open Space and Conservation Element; b) the provision of additional recreation and park improvement facilities as called for in the Bayfront plans; and c) the provision of the local transit service. Each of these are discussed below.

Open Space Land Acquisition. It is difficult to establish a precise cost of such an acquisition program, since there are many factors which cannot be determined at this time. Among these indeterminable factors is a realistic appraisal of land value. Land value presently is affected by the current zoning which is not based upon an appraisal of natural hazards and physical constraints that exist. A second difficulty in calculating land value is that portions of the open space lands may be dedicated to public use as a result of the application of development regulations. For example, many areas which are severely constricted by geologic and seismic hazards and are therefore unbuildable, may be dedicated to the City at no cost.

A third factor which is difficult to assess are the financial sources which would be used for such an acquisition program. For example, lands in the Bayfront area may be eligible for various state and federal funds. It would be impossible at this time to assess the proportions which would be financed by the various agencies. Similarly, in terms of the ridglands, the exact formula for expenditure by the City and the County, particularly if inter-city agreements are possible in obtaining this land, still remains to be determined. A further complicating factor in the determination of fiscal impacts of open space and conservation provisions is the consideration of the reduction in fiscal cost produced by the elimination of development which would have otherwise occurred. The development pattern which would occur if these open spaces were acquired for housing is one which would be very costly to service and which would result in the need for various public services.

Provision of Additional Public Facilities and Services. The existing experience in Mill Valley already demonstrates some of the problems associated with the maintenance of roads in unstable hill areas, the more difficult service pattern for both police and fire protection services into these areas, and the greater road, sewer and utility length required to serve the land use pattern which would be necessary if development were to occur in these areas. However, without knowing the exact cost of the construction which might otherwise occur, it is difficult to determine if the taxes produced by such development would offset the additional public cost associated with this servicing. In the event of a major earthquake, it is quite clear that there would be very high public cost associated with restoring services into these areas which presently are slated for open space use, if development were to occur in these areas.

The Plan reduces the likelihood of such adverse fiscal impacts by imposing more stringent requirements on development in such hazardous areas.

Due to the declining trend in school enrollment, it is unlikely that an increase in population growth would pose any hardship on the existing Mill Valley school systems and could actually prove beneficial to the school districts.

Funds for school districts come from two sources: the local property tax and State finances. State funds to the schools are based on pupil enrollment. According to Senate Bill 90, which limits the ability of a local government to raise taxes, a school district with declining enrollment would experience difficulty in meeting the costs necessary to maintain its schools, as it can no longer increase its local property taxes to offset this decline. Therefore, the added population in the Mill Valley school districts would actually be beneficial in that it would stabilize the amount of funding to be received from the State.

The City needs to develop approximately 19 acres of City-owned Bayfront lands and 1.7 acres in the Alto Hill area for park and recreation purposes.

If the present per capita ratio of one patrolman for approximately 1,000 persons is maintained, then approximately four patrolmen would be needed to cover the increased population added in the Bayfront area.

In the immediate future, the Fire Department will have a staff of 23 men in its Bayfront station, with additional increases expected over the next few years. If the present per capita ratio of fire department staff is maintained, an additional staff of 5 would need to be added.

No increase in either police or fire facilities are anticipated since the new Public Safety Building should be sufficient to meet future needs.

Provision of Local Transit Service. Provision of local transit service will be costly due to the layout of the community and narrow roads in the canyon areas which limits the service pattern flexibility. A comparison, however, of the cost for providing such a service against the additional cost required to continue to accommodate the automobile should produce a situation where costs of a transit solution is equal to or lower than continuing the present dependency on the private auto. Such a calculation needs to take into consideration the private cost of operating the vehicle, such as auto registration, insurance, the increasing cost of fuel, as well as the public cost associated with the expansion of roads; vehicle travel needs if the local transit system is not operating; and the need to provide park and ride facilities to serve the inter-city transit service. Again, if such local transit service is not available there would be subsequent loss of tax dollars on these lands with the possible disruption of neighborhoods or commercial areas by attempting to provide parking accommodations for the private automobile.

ECONOMIC IMPACTS

Primary economic impacts likely to result from application of the Plan policies are enumerated below.

Land Cost. In some cases, owners of private lands, especially in areas where there exist potentially dangerous natural hazards such as geologic, seismic and fire hazards, would likely experience a reduction in their economic expectations. This is due to the fact that the present zoning does not adequately take into consideration these hazard factors, therefore producing assumptions that all of the land is developable. The application of the Plan policies and the supporting implementations in determining density would more carefully analyze the amount of land which is truly developable. As a result, income expectations of present property owners are not likely to be met.

Housing Cost. Housing would be affected in three ways: 1) by changes in property taxes produced by proposed public improvements and land acquisitions; 2) by Plan provisions requiring more demanding public safeguards for construction where natural hazards exist; and 3) by Plan provisions affecting the location and type of housing.

Briefly, open space acquisition programs will require substantial outlays of public monies. At this time, however, it is not possible to determine if these costs would be offset by reductions in facilities, services, and major maintenance expenditures as a result of precluding development in areas with major development constraints. Similarly, the property tax implications of other public improvement programs is a factor of both the future level of investment in housing and commercial properties and the time at which such investment occurs. Thus, any exacting determination of housing cost impacts is impossible.

Cost increases in housing, however, can be expected as a result of the public safety provisions which require both greater land area per dwelling in hill areas as well as added construction and site preparation costs for both hill and Bayfront sites. Application of the Land Capacity Ordinance should help offset these cost increases by promoting land sales at prices which more closely relate to a realistic appraisal of possible density. Moreover, within the Bayfront the allowances for multiple dwellings would serve as a means of distributing the extra cost among a greater number of units. Additionally, the reduction in opportunities for single-family detached housing due to open space, conservation and public safety policies will mean a reduction in construction of generally high cost housing. This is especially true in east Mill Valley where there is an emphasis on multiple housing construction. The reduced opportunities for construction of new single-family homes is also likely to result in increases in the value of existing single-family housing and encourage upgrading of older units by remodeling.

It is unlikely that without direct public intervention and assistance the housing cost of both new and remodeled units will be within the means of low and moderate income families. It is for this reason the Plan stresses the need for publicly assisted housing and establishes specific housing targets for low and moderate income housing.

Employment Opportunities. The Plan provision allows for increases in employment opportunities within the community. The major opportunities for new employment would occur within the Alto Center area, in conjunction with commercial development along Miller Avenue, in the Lytton Square area and along the Bayfront adjoining the freeway frontage road. Although it is impossible to determine if employment opportunities allowed by the Plan would be filled by local residents, the Plan provisions at least provide such opportunities. Other Plan provisions also permit relaxation of home occupation regulations, thereby allowing people to live and work in their place of residence.

CULTURAL IMPACTS

Special attention has been given in the Plan to protection of those elements which have cultural significance to the community and other policies are addressed to providing opportunities for cultural activities within the community. In the Community Design Element an initial listing of buildings, sites or elements with historic, architectural, archaeological, ecological or educational significance is provided and enactment of a cultural preservation ordinance is recommended to assure protection of these cultural resources. Additionally, the Plan establishes policy regarding the location of possible future Cultural Art facilities to accommodate a wider array of cultural activities within the community.

SOCIAL IMPACTS

The primary intent of the Plan is to maintain a balance of population much like that which exist at the present time. Additional provisions serve to accommodate more low and moderate income families to offset the market trends which would tend to deny housing in Mill Valley to households within these income ranges. Since the major portion of new development is directed into areas which presently are not established neighborhoods, very little change in the social structure of the community is anticipated as a result of the Plan's policies. Moreover, the development which would occur is likely to take place over a number of years rather than within a very short period, therefore providing for the gradual integration of the new population into the existing community structure.

ENERGY CONSERVATION

Unlike a specific project where specific design recommendations can be made, the calculations of energy conservation measures for a general plan are difficult to assess. Two major provisions affect energy conservation. The first of these is curtailment of development in the hill areas in Mill Valley, thereby producing a more concentrated population pattern which has less need for energy conservation. The second is the special emphasis placed upon the creation and expansion of a local transit system which would reduce auto dependency. This is further supported by land use and circulation policies which emphasize bicycle travel and walking as a major means of travel within the community. Each of these provisions would support energy conservation.

CONCLUSIONS

IRREVERSIBLE ENVIRONMENTAL CHANGES

For the most part, the Plan policies are addressed to preserving those areas which

have high environmental value associated with them. The only areas where major change beyond that which already exists is allowed to occur is in the eastern portion of the community, the Bayfront area. Here, development would be permitted within the Alto Center area and in selected sites along Richardson Bay. These are lands with low natural resource value and their development would produce little disruption. However, in the case of the Bayfront sites there exist significant scenic and recreation values which would be reduced if developed in accordance with the Plan.

RELATIONSHIP BETWEEN SHORT TERM USES OF MAN'S ENVIRONMENT AND MAINTENANCE AND ENHANCEMENT OF LONGER-TERM PRODUCTIVITY

It is generally in the eastern portion of the community adjoining the Bayfront lands where development of open lands is permitted. Here, however, protective measures are provided to assure that the natural resource values of the area are not destroyed. This is noted in the Open Space and Conservation Element which indicates that the vegetation, marshlands, mudflats and water surface areas are to be retained. Additionally, major portions of this area are in public ownership and would be retained in open parks and recreation use. The lands which are slated for development are those which have low natural habitat value. What should be noted is that a trade-off between the provision of scenic recreation resources and the provision for low and moderate income housing needs is proposed. In this case, a decision has been made in several sites to provide for housing opportunities allowing use of these sites to meet housing objectives in place of preserving the sites in an open use for scenic and recreational purposes.

GROWTH INDUCING IMPACTS

The Plan itself cannot be seen as inducing growth. The factors responsible for growth are those of population and economic development of the larger Bay Area. The Plan basically is a device by which the growth which is induced can be accommodated within reasonable and acceptable limits within the community. It should be noted, however, that certain provisions of the Plan, primarily those which improve the environmental quality such as the preservation of major open space areas, the addition of a recreational facilities, and the provision of an improved local transit system, can serve as a catalyst attracting people to the area because of its desirability. It is impossible, however, to predict the extent to which the rate of growth will be accelerated in Mill Valley as compared to other portions of Marin County. Conversely, the provision of these services can serve as a growth deterrent to the extent that these will produce increases in taxes and housing costs.

ALTERNATIVES

Two major alternatives to the proposed General Plan are: 1) retention of the present General Plan, and 2) substantial alteration to the proposed General Plan. Both of these choices are considered unacceptable for the following reasons. The present General Plan fails to meet the mandated requirements of the State Planning Law and is therefore legally inadequate. Moreover, this Plan neither provides adequate protection of the significant natural resource values which exist in the planning area nor protection of the public from major natural hazards. The second choice also is considered inappropriate since the proposed Plan has set already forth stringent policies for environmental protection. These policies also represent the consensus of 41-member Citizen Advisory Committee and have incorporated the responses of the Planning Commission, City Council and general public which were received in a series of joint Planning Commission/City Council work sessions held in advance of preparation of the final draft of the General Plan.

MITIGATION

Mitigation measures are not deemed necessary since the Plan policies have been arrived at through a careful analysis of existing environmental conditions. It is recommended, however, as a part of the annual or semi-annual review of the Plan that the effectiveness of the specific implementing methods be monitored. Where necessary, subsequent adjustment in implementing actions or in Plan policy should be undertaken.

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Population and Housing

Prepared By

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E.M. Schaffran and Company

Multi-Family Market Analysis
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